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SOME PROBLEMS OF STATE ARCHIVAL ADMINISTRATION

WHAT I have to say upon problems of state archival administration is derived almost entirely from my own experience and observation. It may not represent any archival establishment other than the Division of Archives of the Indiana State Library. One of the problems continually facing me is lack of time for filling out questionnaires, so I have forborne writing to the other forty-seven states about their problems of archival administration. Besides, I have troubles enough of my own without taking on those of other administrators of archives. Also, like the runner-up in the recent presidential election, I am to be classed as an amateur, not as a professional—a member of this organization by accidental or arbitrary allocation and by virtue of the desire of the founders to have a large charter membership.

The situation confronting us would-be archivists in Indiana developed about as follows. For the first 106 years of territorial and state organization there was no provision for the preservation of state documents other than as made by each separate office. In 1906 the Division of Indiana History and Archives was set up under that title in the state library and it was recognized in the library organization acts of 1913 and 1925. The entire library then occupied only one large room in the statehouse and the quarters of that division were limited to a small amount of desk space, a number of open shelves, and a safe. Any extensive collection of state papers in this place was out of the question. The librarians had to content themselves with accepting a few of the papers offered them by overcrowded offices, and with rescuing a few important collections which they happened to find in danger of immediate destruction.

In the long agitation for a state library building, the necessity of providing for archives held a prominent place and proved to be one of the most potent influences in finally securing a tax levy in 1929 for a state library and historical building.

The new building was occupied in 1933. The archives received a large office and reading room, a large stack room containing two levels, a large vault, and two basement storage rooms—one 170 by 33 feet, the other 68 by 34 feet. The archives remained a part of the Division of Indiana History and Archives under Miss Esther U. McNitt. To her is due almost entirely the preservation and effective care of such documents as had been collected down to the time of moving into the new building. Meanwhile, for the first time, a person was appointed to give his full time to the archives, and the archives became virtually, and in 1937, officially, a separate division of the state library.

Since that time the division staff has consisted of one person in charge of the archives, occasionally an assistant and a stenographer, and a varying number of employees of the FERA, the CWA, and the WPA. None were trained or experienced in archival work. This condition was our first problem. It has been a serious one. With a relatively small number of manuals, guides, magazine articles, and textbooks available, we found few printed helps and directions to fit our situation. The publication of THE AMERICAN ARCHIVIST, beginning October, 1937, has been one of the most effective of the printed helps. I want to express here the appreciation of at least one group of otherwise despairing administrators.

In spite of THE AMERICAN ARCHIVIST, however, and other printed guidance, my conclusion after wrestling with the problem of establishing a division of archives with an inexperienced and untrained staff is that it ought not to be done. It is better to have a head-on collision with the appointive power and to insist, even at the risk of imminent destruction, upon reasonable qualifications on the part of appointees. These qualifications should include, in addition to a good character, a good disposition, and a liberal education, (1) some specialization in history and political science—if possible, in the history of the state concerned, (2) at least a modicum of training in library service, and (3) an apprenticeship in an archival establishment. Whether specialization in history and political science or a course in a library school is the better introduction to archival work, I will not undertake to say. Courses in the administration of archives belong equally well to the two schools. Probably more important than either, at least so it seems to the speaker, is experience even in a subordinate position in the actual administration of archives. The perfect combination of course is rare, but with the great advance in the inter-

est in archives and in the establishment of archives, it certainly seems that the time has come to fight vigorously for a professional staff in even the smallest establishments.

The problem of the relation of the division of archives to other state divisions and departments has not as yet bothered me very much. It seemed best to proceed along the line in which the state library, perhaps in default of interest on the part of any other state office, started twenty or thirty years ago. The Indiana archives have probably fared better as part of the state library than they would have done had they been connected with any other department or had they been in the care of an independent office.

It is logical to have the archives under the secretary of state provided materials and operations are not limited to the documents in his department. It is highly important that the archives from the beginning be of service to all departments. The secretary of state, though his primary function in many states has been so overlaid with other duties that it has been almost forgotten, is really the secretary of the state. The care of all state documents comes within his domain.

It is also logical to have the archives an independent office. In fact, if one were given a beginning from scratch without any antecedent connections, this would seem to be the best course in most states as it has been in the national government. However, where connections have been established with the library, the secretary of state, or other office, the slowness of officials to realize the function and the value of archives, and the prevalent indifference make it advisable to change connections as little as possible. It takes a long time to establish an archival office in the knowledge and in the confidence of all the departments of the state, and needless changes tend to upset the whole process.

The problem of space for archives, the architectural setting, is with us not only at the beginning but at almost every stage. The ideal arrangement for any state is a separate building designed specifically for the preservation and use of archives and occupied by the archives alone. Unfortunately, few of us have any opportunity of attaining such good fortune, either at present or in the near future. Most of us are in buildings the larger part of which are occupied by other institutions, and these institutions, in the eyes of many, are of greater importance than are the archives. The result is that almost from the beginning the question of the problem of providing sufficient space becomes insoluble. This situation is likely to arise even in build-

ings devoted wholly to archives. Any state building near a capital, a combination of archives with offices, a museum, a library, or a separate archives building are so situated and so classed that they are examples of monumental architecture, either not adapted to expansion or involving great expense for expansion. I believe that for all of us a time will come when two separate buildings or parts of buildings will have to be used for archives: one, an administrative office and a place for documents of importance and documents which are likely to be frequently consulted, and another, a fireproof warehouse of less expensive construction and less expensive location, which is devoted to the storage of documents of less importance and documents which are seldom or never consulted. Insurance companies set an example for this development a long time ago. The Harvard College Library is now putting up a storage building on property near the edge of Cambridge. Here the Harvard library, the Boston Public Library, and other institutions will store unused duplicates and other relatively dead material at a comparatively small cost, and they will all have more space available for material in active use. In this instance, provision is made for small space for a staff to work in the building. This is, of course, desirable, but in most states it is probable that such a building will have to be administered solely from the central office of the archives.

The problem of transferring papers from offices in which they originate or to which they come, involves policies which are under perennial discussion. The only certainty is that we can never be certain that the right policy has been adopted. Shall the transfer of material be left to the initiative of the office to which it belongs, or shall it be determined by the archival administration, or by a third office? Shall the decision as to the destruction of material considered not worth preserving be left to the office involved, or should it be decided elsewhere? Shall the state division of archives undertake to preserve records of political subdivisions such as counties, cities, and towns? In Indiana these problems were complicated and aggravated by a false start. As soon as quarters in the new building were available for the Division of Archives, all the offices of the executive department were notified and invited to send over material which was occupying space needed for other purposes. The result was that the division was swamped with material which it could not assimilate; most of it was of little or no value; much of it should have been destroyed.

A partial remedy was found in the passage of an act creating a Commission on Public Records consisting of the governor, the secretary of state, the state examiner of the state board of accounts, the director of the state library, and the director of the historical bureau. This commission was given sole authority to decide what material was of official value, what material was of historical but not official value, and what material was of neither official nor historical value and therefore properly subject to destruction. It was also given sole authority to transfer the first class of material to the archives, the second class to the state library, and the third class to the incinerator or the wastepaper collector.

The wording of the law is such as to give this commission mandatory powers. It can legally take the initiative, and, without action by an office in control of certain papers, transfer papers either to the archives or to the state library. Thus far it has seemed wise for the commission not to assume such authority. It has acted only upon request of one or another of the state offices. To do otherwise would probably lead to the abolition of its authority; besides, under present conditions, one of its functions is to protect the Division of Archives from an unmanageable flood of documents. It has also served as a check upon the unauthorized and careless discarding and destruction of papers. Not yet has it percolated through all the state departments that the incumbent of an office does not have the right to throw away papers which he thinks he will not need during his term of office. One of the problems of the administration of our archives is to make the ever changing body of state officials realize that the papers of any office constitute, or at least contain, a permanent record; the essential parts of it must be preserved for the guidance of officials, for the use of citizens and businesses concerned, and for the study of historians.

Since I have been secretary of the commission, I have periodically, especially after times of numerous changes in offices, sent letters to all the departments of state, summarizing the law and the policy to be observed in the treatment of public records. Always the reaction to these letters is both varied and interesting. Many of the new officials receive such a notification as an accusation, an implication of some offense; others write at length pointing with pride to their past records, and assuring the commission of full co-operation; many others ignore the notice and follow a course, formerly common to most, of throwing away their oldest papers in order to make way for any recent accumulations. At present there is not, and probably can-

not be for some time, any penalty imposed upon this mistreatment of records unless criminal intent is shown.

One of the difficulties comes from the existence of temporary commissions. The problem of getting records of such commissions is more acute in the federal government than in state governments. The WPA Survey of Federal Archives outside of Washington, imperfect as it was, revealed an immense mass of federal archival material, even in the relatively permanent establishments, which has escaped the knowledge of federal officials at Washington, and which undoubtedly will elude any archives catcher from the National Archives. How much more difficult is it for the National Archives to secure the papers of memorial and other temporary commissions, the members and staffs of which often are unfamiliar with governmental procedure and without any feeling of responsibilty for records! The fact that most of these records are not worth preserving and would crowd out more important papers, while it makes their loss explicable, also makes the loss more certain. State archival establishments seldom have a sufficient staff to detail a man to get records of commissions and offices as they expire. A letter or a visit is not sufficient. In most cases, the archivist himself has to see that records are not destroyed and has to attend to their transfer to the archives.

All of this is part of the larger problem of education which devolves upon the state archives. That division of the government must educate not only a large clientele of establishments in which there is a very large turnover of personnel, but it must educate the public generally, both to secure its support and to impress those who will later enter public service. In the process every known means of influence must be used, even to the verge of propaganda. Newspaper and periodical publicity is probably least productive of the desired results. Form letters, even though disguised and signed as personal letters, are not to be depended upon. Personal acquaintance and the cultivation of friendly relations are the most efficacious tools in making a state archival-minded, especially in those states in which the field is not too large.

In most cases the state archives come into existence after a long period of careless and devastating indifference to records on the part of public officials. Accumulations are very spotty. Many important records have been destroyed and great masses of useless records have been preserved in out-of-the-way storerooms. In many cases indexes

that once existed have been lost; in other cases no indexes were made. In many instances records have become badly mixed so that a tax record is found in the middle of a package of militia muster rolls, and a canal report in a mass of papers of the state superintendent of public instruction.

An illustration of the gaps that occur in important records comes to mind. The Indiana Historical Bureau has long had on its list of proposed publications the journals of the territorial legislature. As thorough a search as could be made in the overcrowded storerooms of the secretary of state revealed only fragmentary remains of a couple of sessions. The *Western Sun and Commercial Advertiser* of Vincennes printed the journals of one or another of the houses of a few of the assemblies. The largest collection of journals, the originals, had passed into the hands of a collector and are now in a university library in another state. It is a happy dream that some day libraries, historical societies, and archives will return to their rightful place documents in their possession which do not belong to them. Meanwhile, it is one of the problems of the state archivist either to recover such documents or substitute photostats for them. Such gaps and such confusion in records unfortunately are not limited to times long past.

In this confusion, the selection of material to be preserved and of material to be destroyed is a difficult problem. At present we pass the problem over to the Commission on Public Records. This commission always makes its decision in conference with a representative of the office concerned, preferably the head of the office. For the most part the decision is based upon the judgment of his representatives and the advice of the commission member who comes from the Board of Accounts. I believe that the process is as good as any which could be devised, but I am sure that no one is completely satisfied that the decision to keep or to destroy is always made correctly. The presence of the attorney general or a representative of his office is usual at meetings of the commission and acts to prevent the destruction of documents which may be needed in court.

The most economical and most convenient use of space is a problem always acute, though its acuteness becomes apparent too late to make the best solution possible. It is self-evident that material belonging to a given department ought to be kept together. At the beginning it is impossible to tell how much space any one department will need. Economical arrangement is made the more difficult by the possession

of material of different types, as, for instance, small papers such as cancelled checks, legal size papers, charts and maps, pamphlets, and bound volumes. The desirability of movable equipment, filing cases, and book shelves on wheels, inevitably comes to mind, and I believe that experiments of this kind have been made on a small scale. This equipment, however, would have to be made to order, and the ordinary state archives can afford only standard equipment. Our equipment has to be ordered through a state purchasing agent and under competitive bidding. It takes a good deal of both persistence and shrewdness to obtain the most satisfactory of even standard equipment. Our first step toward the solution of the problem of economical use of space was to separate bound volumes from the rest of the material, using the same order of arrangement and classification, however, for both the bound volumes and loose papers. Bound volumes are shelved in two levels of regular library stacks. Loose papers, so far as possible, are kept in transfer cases. These transfer cases, of course, give more flexibility in the placing of files than do the larger units of three- or four-drawer filing cases. Some of the cheaper transfer cases, which our Division of Archives has had to accept, are likely to lacerate employees' hands on sharp corners, and are liable to upsets and a disastrous disarrangement of the contents owing to inadequate locking.

Permanent preservation of loose papers demands filing, preferably vertically, in special folders which have no chemical action upon their contents. Such folders, however, are far too costly for our purchase. There ought, also, to be as little handling of papers as possible, but with WPA help, papers are bound to be handled too much and often carelessly. Carbon copies of letters are the greatest sufferers. There is not the most remote possiblity that Indiana will follow the example of Connecticut and some other states in establishing and enforcing the best standards for ink, typewriter ribbons, carbon paper, and papers for carbon copies. The originating office, for the most part, has no copy of the most important letters sent out except for carbons on the cheapest of yellow paper. Exasperated workers in the archives have suggested that the state offices keep the originals and send out the carbons. The suggestion, so far as I know, has never been carried out. We must resign ourselves to a situation in which the life of many important papers is limited to comparatively few handlings and to a few decades.

The allocation of papers in the Division of Archives in the new

Library and Historical Building happened to synchronize with the passage of the State Executive—Administrative Act, popularly known as the Reorganization Act. By this act all of the departments, offices, and commissions of the state, other than those in the judicial and legislative branches, were grouped by executive order under eight departments. This looked like a boon to the archivist, for it provided a ready-made plan of placing material belonging to offices then in existence. The rose, however, was not without its thorns. For reasons of state, into which the archivist has no business to enter, at least one department in hands not overfriendly to the administration was limited to an exceedingly small sphere; divisions which seemed logically to belong to it were assigned to other more friendly departments. The governor has power to change the assignments of divisions from one department to another. This also disturbs the peace of mind of the archivist, but thus far the power has not been used so extensively as to cause much grief. As was to be expected, a ninth department was segregated within three years and in 1939 the Legislative Bureau, which had been placed in the legal department, was removed from the category of the nine departments and made an independent office. The Division of Archives will have to accommodate itself to such changes. During the recent campaign the opposition party, which in the election secured control of the legislature and of most of the state offices, promised to repeal the Reorganization Act. If this is done, it may disrupt the present arrangement of archives but probably will not make an impossible situation. Changes in the allocation of divisions, creation of new departments, and establishment of new offices are bound to take place. So far as I can see, however, they can all be registered so that related documents can be located and, if necessary, brought together for use by means of accession lists, the catalogue, and the index.

Incidentally, I am told that there is seldom a demand for all the documents belonging to any office or even to any extended period within any office. Almost without exception, patrons of the archives ask for a single document. It seems evident, therefore, that the one great desideratum is the ability to administer the division so that any one document can be found quickly and used most conveniently.

As to commissions and governmental organizations which terminated before the Reorganization Act, the archivist has had to use his judgment about the department to which any discontinued office would most naturally belong. All documents, of course, should

be kept so far as possible in the context or grouping in which they are delivered to the archives. In those cases where they were delivered as a haphazard collection of fragmentary remains, the old filing system, which usually had no index and was no system at all, had to be broken down. A workable, understandable system had to be substituted. Masses of unrelated, hopelessly scrambled records about which the issuing office had little or no information, had to be set up imaginatively in files such as might have been used in the original office. Whether such collections of papers were assigned logically and with historical accuracy is of much less importance than that they are filed some place where they can be readily found and used.

For finding documents, which side by side with preservation is the second comprehensive problem of the state archivist, a tentative system necessarily incomplete has been worked out through (1) an accession list, (2) shelf lists, (3) a catalogue, hopefully and optimistically considered also as a classification, and (4) an incipient index. A calendar would be desirable, but for us it is an insoluble problem. We have neither the staff nor the resources to bring to light by calendar the content of documents. All we can hope to do is to locate them. The index, which we hope to make ultimately a general, unified index, was made a WPA project. It is an index of names down to 1851. Though far from perfect, it has proved useful.

A desideratum the attainment of which is problematic is a descriptive catalogue or history of all state documents, offices, commissions, and so forth, from the beginning of Indiana Territory in 1800 to the present. If this could be compiled and published, it would be very useful not only to the archivist but to many other state offices. This will probably have to be left to the historical bureau to do. The same may be said of a descriptive catalogue of state publications. With this as a possibility, it is fortunate that the Indiana division of the state library has carried its collection of state publications so far.

As can be imagined, I have mentioned only a few of the problems which have actually arisen. Fortunately, in this as in life generally, we "have had many troubles, most of which have never happened."

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ADMINISTRATIVE HISTORY IN FEDERAL ARCHIVES

IN 1904, John A. Fairlie remarked, in the preface to his *The National Administration of the United States of America*, that it was "surprising that there had not been published long ago a comprehensive and systematic work on American national administration."[1] For years political scientists had dealt only with the constitution and its judicial interpretation. After Lord Bryce's *The American Commonwealth* appeared, attention was given to legislative methods, parties and party machinery, but administrative organization and activities were hardly mentioned.

The organization of the Institute for Government Research in 1912, followed by the publication of its series of *Studies in Administration*, *Principles of Administration*, and *Service Monographs of the United States Government*, did much to fill this void in American scholarship. These studies, however, were primarily concerned with existing organization, with special interest in such reorganization proposals as might be suggested by the logic of the studies. Of particular importance among these publications was Dr. Lloyd M. Short's *The Development of National Administrative Organization in the United States*, which called attention to the history of the development of national administration as "one of the most important chapters in the evolution of our political system."[2]

Professor Fairlie's book was based upon printed sources. He recognized his study was not a complete picture when he noted the "vast accumulation of unpublished records in the archives of the various government offices." He called attention to a recently issued "account of these unpublished records," which would make possible the completion of a definitive study in the future.[3] This "account" was the *Guide to the Archives of the Government of the United States in Washington* by Claude H. Van Tyne and Waldo G. Leland.

Examination of the citations documenting the institute series, particularly the *Service Monographs*, as well as of those furnished

[1] John A. Fairlie, *The National Administration of the United States of America* (New York, 1902), v.

[2] Lloyd M. Short, *The Development of National Administrative Organization in the United States* (Institute for Government Research, *Studies in Administration*, No. 10, Baltimore, 1923), vii.

[3] Fairlie, *National Administration*, vi.

by other more recently published general works in the field, reveals that the work hoped for by Fairlie is yet to be done. Although a number of specialized studies such as Gaillard Hunt's *The Department of State of the United States* or *Federal Justice* by Homer S. Cummings and Carl McFarland have been written after study of available archival source material, few general works have made any extensive use of record materials. The difficulties formerly experienced in archival research have been a basic factor in the neglect by social scientists of this field. But, as Dr. Roy F. Nichols pointed out last year, "Now all this is changed."[4] The inventories of the Survey of Federal Archives are making available information about great masses of source materials hitherto unknown. The National Archives already has in its custody a large percentage of the more important materials described by Van Tyne and Leland. Therefore, as conservators, arrangers, and servicers of source materials for the study of national administration, federal archivists have a vital interest in our subject of discussion. They look forward to the time when their institution will be the center of research activity by administrative historians, federal administrators, and students of public administration. It is reasonable for them to regard the National Archives as the responsible central institution of the government charged with the collection, preservation, and preparation of materials for the study and writing of our administrative history. This very important work can be done only in the archives in which great masses of original source materials are available. It is work that the archivist-historians must develop first. Its development is their duty to the historical and archival sciences.[5]

From the viewpoint of the federal archivist, administrative history is the study of the development, organization, functions, and activities of those agencies which have composed the national government. Special attention is given to procedures by which agencies come into existence, undergo changes as to organizational form or functions, and are absorbed or liquidated. It is largely a factual study—the investigation of when, how, and for what purpose agencies were established; the determination of their supposed or actual functions, their relation to each other and to the general pattern of government; the

[4] Roy F. Nichols, "Alice in Wonderland," THE AMERICAN ARCHIVIST, III (July, 1940), 151.

[5] A. IUrchenko, "New Registration of Archival Material and the Study of the History of *Fonds*-Creating Institutions," translation of article from *Arkhivnoe Delo*, XLVIII (1938), 19-33; typescript in the library of the National Archives.

description of their internal organization as affected by changes in function, purpose, or jurisdiction; and, finally, the reconstruction of the history of their records. Generally speaking, discussion of the reasons for the establishment, change, or discontinuance of agencies, or the critical appraisal of their work is left for others to produce on the basis of the objective studies of the archivist.

More specifically, administrative history should be discussed from three points of view, first, as part of the general culture and training of the archivist; second, as an aid to the practicing archivist; and third, as a tool prepared by the archivist to facilitate the use of his records.

Administrative history should be a part of the cultural background of the federal archivist, constituting what Dr. Samuel F. Bemis has termed ". . . a reliable knowledge of the American political system and its historical development. . . ."[6] Its study should be anticipated in his educational preparation and in the training program of archival institutions. He must know the basic printed source materials, their nature and content, and the keys to their use. He must get the general idea of administration as the way in which governments carry out their functions. He must obtain a comprehensive picture of the manner in which the American people, through agencies of government, have met their needs. He must see administrative history as a part of the cultural history of the United States, to see it as it ties in with the economic, social, political, and military history of the people, relating the changing organizations and functions of governmental administration to the expanding or contracting developments and needs of a democratic community. He must see the records created by these changing organizations and functions as a "living photograph" of a growing people working out their problems. Only from this point of view can the federal archivist see the details of his daily tasks in their proper perspective as related to the larger framework of national culture; only thus can he be saved from narrow professionalism, devoting his hours to the dry-as-dust compilation of what Hubert Hall has aptly called "unscholarly descriptions . . . and tedious statements of official establishments."[7]

Secondly, administrative history is the primary aid enabling the

[6] Samuel F. Bemis, "The Training of Archivists in the United States," THE AMERICAN ARCHIVIST, II (July, 1939), 159.

[7] Hubert Hall, *British Archives and the Sources for the History of the World War* (London, 1925), 10.

practicing archivist to deal with his own function. It guides him in the selection of records for retention or disposition, and provides, in part, for what Hilary Jenkinson has called "the moral defense of archives."

Records having legal, administrative, or historical values constitute source materials which it is agreed the archivist should seek to preserve. The archivist who is to perform "appraisal work" with federal archives successfully must have an adequate background in administrative history to be able to determine such values. "Knowledge and perception . . . of the agency of origin, its objectives, and its methods," says Dr. Philip C. Brooks, are essential tools to the archivist in this activity. Indeed one of the categories of value used in appraising federal records is "the usefulness of records for the study of administrative history."[8]

When archival agencies were mere warehouses dominated by an "exclusively registrative-conservative" purpose, the knowledge of administrative history was entirely unnecessary. The adoption in the nineteenth century of chronological, subject, or library systems of arrangement likewise presupposed little detailed knowledge of agency history. When the principle of provenance or "office appurtenance" supplanted such systems, "the necessary initial conditions" of all archival arrangement became "knowledge of the history, organization, and jurisdiction of the agency whose files [are] to be put in order. . . ."[9] The preliminary study of administrative history became essential because upon it depended the success of all subsequent work on the materials for their utilization. It is accurate knowledge of agency history which protects the archivist from making mistakes in the matter of arrangement. V. H. Galbraith has summed up the principle in this fashion: Archivists must project themselves back into the age of the creators of the archives. To do this they must "recreate their world, and a part of their world was their administrative system."[10] David W. Parker, a Canadian archivist, furnished practical evidence of the value of such knowledge when he wrote:

> As a result of studies in administrative history . . . I felt sure of my ground. . . . In brief, as knowledge of former administrations steadily

[8] Philip C. Brooks, "What Records Shall We Preserve?" (The National Archives, *Staff Information Circular*, No. 9, June, 1940).

[9] Ryszard Przelaskowski, "Schedule of Internal Work in Modern Archives" (The National Archives, *Staff Information Circular*, No. 10, October, 1940), 3ff.

[10] V. H. Galbraith, *An Introduction to the Use of the Public Records* (Oxford, 1934), 10.

> grew more detailed and complete, the better did I find myself equipped, not only to reconstruct whole series as they once existed but . . . to give to each residual portion and fragment its proper place. . . . Thus as I studied . . . the pattern and framework of a by-gone department . . . gradually took shape from the documents before me. . . .[11]

The intensive study of administrative history required of the federal archivist implies the necessary existence of available source materials. In this connection, the subject may be discussed from three additional points of view: first, as a study of agencies by use of printed sources external to their records; second, as a study of agencies by an examination of the physical arrangement of the records they produced; third, as a study of the record-creating bodies by reference to the informational content of their own files.

The archivist must have access to a complete and workable specialized library. It must contain legal, documentary, historical, biographical, and bibliographical works which contribute to the understanding of our national government throughout its history. The entire collection must be so adequately catalogued for its specialized purpose that no likely source of information can be missed. The librarian and his staff should be as completely at home in the field of administrative history as are their archival colleagues, if they wish to serve them adequately. The library must be more than a mere appendage to the archival structure—it stands at the very heart of its successful functioning.

Second, information gained by examination of the original order of a body of records can be illustrated by specific example. The United States Railroad Administration adopted a uniform filing system. When its records were first examined by the archivist, many files created by its Division of Labor were found with the records of the director general and of the chief of operation. The existence of records in these particular locations told the archivist facts about the operation and organization of this wartime agency which he could never have learned in years of library research. Here was a "living photograph" which the archivist saw and utilized in building up knowledge necessary to arrange and service this particular collection.

Third, as Hilary Jenkinson has said:

> The study of Administration, though partly achieved from external

[11] David W. Parker, "Some Problems in the Classification of Departmental Archives," American Historical Association, *Annual Report*, 1922, I, 167.

> sources, can never be divorced entirely from the study of the Archives: one goes in this matter in a curious circular fashion; for the Archives cannot be understood without a knowledge of the Administration which produced them, and the history and the development of that Administration is often written in the Archives, so that the process is simply that of puzzling it out.[12]

Archival sources of administrative history have been grouped by Miss Bess Glenn of the National Archives into two types: authority sources and history sources. "Authority sources," which assist the archivist in determining names of administrative units and their terminal dates, consist of letter heads, printed forms, ledger headings, binder's titles, signatures, and addresses. "History sources" consist of reports, work sheets, records prepared for investigating bodies, correspondence, office memoranda, orders, circulars, regulations, minute books, hearings, and accounting and personnel records, all of which furnish the archivist with information on the organization and functioning of a given agency. Great variety is found in such materials in the files of a single bureau. They must, therefore, be checked carefully against other source materials outside the files themselves.

In the performance of his reference function the federal archivist finds an intimate knowledge of administrative history the most necessary condition to successful work. According to V. H. Galbraith:

> A moment's thought will show the importance . . . of a knowledge of administrative machinery. We owe the preservation of the archives . . . to the men who staffed . . . the departments. The motive . . . for the preservation of these archives was . . . originally a purely practical one. They were dead papers put aside for future reference . . . they owe their preservation . . . to administrative convenience alone, not to any appreciation of their historical value. We shall . . . make best use of them if we approach them with the same . . . knowledge of their inter-relationship as the clerks who made and kept them.[13]

From the reference point of view, it is necessary for the federal archivist to have a graphic notion of the historical development of the entire national administrative system to service his collections properly. A mere knowledge of organizational changes is not sufficient. What is needed is a vivid conception of the way in which administrative machinery has dealt with its various objectives at different times in our history, for it is from these objectives that the

[12] Hilary Jenkinson, *A Manual of Archive Administration* (Rev. ed., London, 1937), 98-99.

[13] Galbraith, *Use of Public Records*, 11-12.

reference question will be presented to the archivist. The reasoning of the archivist in reference work has to be: To what extent was the federal government ever interested in such a matter as this? If it was interested, which of its agencies were, according to the administrative organization of the time, likely to handle such a matter? On this principle, archival investigation starts, not from an immediate survey of the records themselves, but from a study of the distribution of functions of the government at a given time.

Knowledge of these principles will lead the archivist to the records of the Naval Observatory for correspondence of the great German scientist, Alexander von Humboldt. Such a method will enable him to find the files pertaining to "Arrangements for official functions held at the White House during the Wilson administration" in the records of the National Park Service. Without knowing the administrative organization and distribution of functions in 1917-1918, with what success will the archivist find materials illustrating the "Effect of government control of prices on the consumer during the World War?" Without knowledge of administrative procedure, even the search for individual pension case files may prove difficult, for the system of filing claims under the successive acts of Congress is devious enough to puzzle a Philadelphia lawyer.

Let us present a specific request to the archivist. Where is the claim of F. Richard against the United States government arising out of damages inflicted by military actions in East Florida prior to the treaty of 1819? The archivist knows that this treaty made provision for the settlement of such claims and that the Superior Court of the Territory of Florida was designated to pass upon them. Unfortunately, however, the territorial court records are not available. He learns that the secretary of the treasury was authorized to hear appeals from the territorial court. Although data on the activity of the secretary of the treasury in connection with these claims is abundant, no East Florida claims papers appear in the records of that office. The archivist finds that the secretary made payment on claims but refused to pay interest, referring to the attorney general for opinions in support of the validity of his actions. Search in the attorney's files produces no claims papers. It is learned that the Federal District Court for the Northern District of Florida took over the functions of the territorial court in the matter of claims when Florida became a state. Successive facts uncovered lead the archivist to files of the Department of State, the Court of Claims, and the Supreme Court

without result. Only one fact remains known—that the secretary of the treasury did pay claims. Treasury auditors had to certify these payments. The archivist learns that these auditors and their functions had been transferred to the general accounting office when that agency was established. At last the search is successful, for the certified claim together with all papers relating to it is found in the files of that office. Administrative history as a tool of the archivist has paid dividends.

We make no claim that the knowledge of administrative history is the sole requisite for successful reference work, or for any other phase of archival practice. We realize that above all, the archivist must have common sense, judgment, and imagination. As Dr. John C. Fitzpatrick once said, "It is quite possible to be a good archivist without . . . imagination; but the man who possesses it will always be just a little better archivist than the one, no matter how good, in whom it is lacking."[14]

The archivist must prepare aids to lighten the burden of research. In compiling such aids or finding media in the past, he has instinctively incorporated into them historical sketches of the agencies whose records were being described. Thus Van Tyne and Leland found that ". . . a short history of each bureau or division and a succinct statement of its duties, methods of work, and mode of keeping its records, would be . . . the safest guide to those seeking to know where the archives of a certain character are likely to be found."[15] As Dr. Luther Evans has said, the chief purpose of including administrative history in such compilations is to "buttress" them by furnishing information helpful to the user. Records, arranged according to the principle of provenance, will reflect the organic structure and functioning of an agency. By presenting an overall picture of that structure and its functioning and by highlighting the points which the records prove need to be brought out, it is possible to show an intelligent user of a finding medium where he may find material of interest to him. Its inclusion has the primary purpose of showing why certain records were created as they were, why certain materials are not to be found in given collections, or where related subject-matter may be located. Thus such an historical statement explains to the

[14] United State Library of Congress, *Notes on the Care, Cataloging, Calendaring, and Arranging of Manuscripts*, by John C. Fitzpatrick (Washington, 1934), 7.

[15] Claude H. Van Tyne and Waldo G. Leland, *Guide to the Archives of the Government of the United States in Washington* (Carnegie Institution of Washington, 1904), iii.

searcher why papers relating to the publication of the laws are to be found in the archives of the Department of State, or why public utility dockets were separately filed by the National War Labor Board. Furthermore, historical sketches act as a corrective to finding media now outdated. With the transfer to the National Archives of records earlier described by Andrew H. Allen, Gaillard Hunt, David W. Parker, Claude H. Van Tyne, Waldo G. Leland, Newton D. Mereness, and others, former citations may need to be revised. A seacher coming to the National Archives today, armed with a series of "Parker numbers," would be confronted with an entirely new situation, for much of the material described by Parker had been reorganized even before it left the executive departments.

The technique of gathering and compiling data on administrative history has been set forth with admirable clarity in a document entitled *The Preparation of Inventories of Public Records* issued in tentative form by the Work Projects Administration.[16] Although primarily intended as a guide for state and local archivists, its methodology is equally applicable to the federal archivist engaged in similar studies.

The archivist should not be interested in administrative history as an end in itself. He is not concerned with the production of scholarly dissertations, but rather with the production of tools which enable him to perform his own functions and, at the same time, to provide such information as results from his researches to the clients of the archival establishment. This duty must not become blurred by overemphasis on administrative studies. They are time consuming and may justly become the object of criticism if allowed to prevent the performance of services which both government and public have a right to expect.

Finally, a few words should be addressed to the clients of the archivist. To the administrator we suggest that he familiarize himself with the history of his agency and its predecessors. By doing so he will be better able to visualize the arrangement and content of the records created by them. His requests for service from such records will become more definite and the archivist's response more rapid and fruitful. We cannot expect the active administrator to write the history of his own agency, but we should urge him to pro-

[16] Work Projects Administration, *Preparation of Inventories of Manuscripts; a Circular of Instructions for the Use of the Historical Records Survey Projects.* (Washington, 1940.)

vide in the current files of his office those facts of existing organization, duties, and functions which will clarify agency history for the archivist of the future. These are points upon which the archivist and the administrator may co-operate for mutual benefit.

To the student of public administration we suggest that administrative history has a distinct contribution to make to his field. One of the factors tending to complicate national government has been the tendency to impose ideal schemes of reorganization upon administrative systems without referring to the natural growth or history of the system itself. Comparative studies of the past and present functioning of federal agencies are the proper basis for reform. If the past neglect of the historical approach to administration has been due to the inaccessibility of source materials, the concentration of great masses of federal archives in Washington has made possible a more comprehensive view of federal administration than has ever before been obtainable. The co-operation of the archivist in providing the means for the utilization of the records in his custody to this end is assured.

To the general scholar we suggest that the knowledge of administrative history is an additional means of controlling research data. If Dr. Nichols' alluring Alice was bewildered by the prospect of meeting in the "archival wonderland" 22,000 feet of United States Food Administration records, what will be her state of confusion when she learns that last year American citizens returned to federal bureaus over one hundred million reports, questionnaires, accounting forms, tax schedules, and inspection sheets, part or all of which may eventually find their way into the "wonderland" to frighten Alice or her grandchildren? How else, but by a personal knowledge of the broad outlines of administrative history, can anyone expect to utilize for research purposes the vast quantities of federal records now being created, when it is realized that over twenty different agencies now deal with agriculture, while nearly a dozen others deal with railroads? What other key but a knowledge of administrative history will unlock for the student of the future the records now being created by the constantly changing organizations set up to meet the present national emergency? Of course, by intelligent methods of selecting records from these agencies for preservation, the archivist will do much toward assisting in the control of data. He may also compile indexes, catalogues, inventories, guides, and calendars, each furnishing some measure of assistance in directing

the scholar to materials worthy of attention. But unless the searcher approaches his problem with "the proper frame of reference" his study will still be difficult and confusing. And so, the archivist urges the scholar to provide himself with those basic facts of administrative history which relate to his own research problems.

The archivist in the federal system is primarily a public servant entrusted with materials constituting the record of our government's past activities as an instrumentality of the people. Administrative history is a fundamental means toward conserving that record and making of it the living heritage of democracy.

KARL L. TREVER

The National Archives

ARCHIVES AND LOCAL ADMINISTRATIVE HISTORY

WHEN local government is referred to in this paper it should be borne in mind that the term is restricted to county government and New England town government. Municipal government and special district government had best be treated separately at some later date for the problems that have arisen in connection with the survey of their archives are somewhat different from those considered here.

From the point of view of the members of this Society it seems apparent that administrative history might be practically, if not entirely accurately, defined as the record of those activities which produced the records which it is the archivist's function to process. Anyone who has had occasion to arrange or use the older county records series realizes that a knowledge of the history, functions, and structure of the office which created them is essential to their arrangement or intelligent use.

Aside from the pioneer work of the Public Archives Commission of the American Historical Association, the inventory of the county archives of California by Dr. Owen C. Coy and a similar work for Illinois by Dr. Theodore C. Pease, and some local CWA and FERA archival projects, Dr. Luther H. Evans had the benefit of very little accumulated experience in local government archival work when he launched the survey program at the end of 1935. As a result the original manual of instructions to survey workers made little provision for the study of administrative history in connection with the preparation of inventories of public records. However, the basis for the later development of research staffs in each state project was there in the provision that a research editor should be attached to each state staff whose duty it would be "to compile lists of sources and types of material to be covered, control the assignments and work out the method of checking, for accuracy." Note particularly the phrase "work out the method of checking, for accuracy." This provision would have had little significance if all county governments had had all their records neatly arranged on shelves in the offices which originated them or for which they were originated. Actually the records of the various offices were intermingled in the basements and attics of county buildings and sometimes in rented garages and storerooms.

In the oldest states county government had evolved over a period of three centuries during which many changes were made in the structure and functions of the various units constituting this type of government. These changes resulted in the beginning of some record series and the discontinuance of others. With the increase in the volume of county business a single series of the eighteenth century might be divided and subdivided several times. As pointed out by Dr. Evans and Miss Edythe Weiner in the article, "The Analysis of County Records,"[1] the physical facts of recordation in even the easily recognizable series present numerous problems in preparing an undistorted logical guide to county archives.

As a result of these conditions it became necessary to provide a frame of reference into which the worksheets resulting from the physical inventories made in the field could be fitted. Its creation involved a detailed study of the history of the agencies which created the records which were being surveyed. Theoretically it should be possible to reconstruct the history of a county government solely from the records produced in the course of administering the county's business. However, such a procedure for one of the older counties would require an analytical mind of the caliber of Vinogradoff's and years of close study. Even then the extensive loss and destruction which has reduced the bulk of county archives would prevent a discussion of some phases of this history and necessitate a hypothetical treatment of others. Consequently it was recognized at an early stage in the survey's work that it would be necessary to undertake research in material other than the records in order to provide this frame of reference.

The most important body of such material is legal—laws, court decisions, and attorney-generals' opinions. There would be little to be gained here from attempting any definition of the legal status of a county by bringing in such terms as "quasi-corporation," "political corporation," "civil division," "administrative division," et cetera. It is sufficient for our purpose to realize that the bulk of county archives has been produced by the county as an administrative unit of the state government. Consequently the state legislatures have passed numerous laws defining minutely the functions of county officers and the manner in which these functions are to be executed. The extent of this type of legislation may be illustrated by a mimeographed issue of the Historical Records Survey project

[1] THE AMERICAN ARCHIVIST, 1 (October, 1938), 186-200.

in Texas entitled: *Check List of Records Required or Permitted by Law in Texas.* This publication, which incidentally, is restricted to the records of county officials, lists 525 types of records. Furthermore, it was based on Vernon's *Complete Texas Statutes,* 1936 edition, and, therefore, does not include laws which prescribed records during former periods of Texas history but which had been repealed by the time of Vernon's compilation.

The utility of a complete check list of all the records ever required or permitted by law to the state offices of the survey soon became clear. Its most obvious advantage was that it would provide the central offices with a check on the completeness of the field work done in the county seats. It would also provide the basis for suggesting that certain records had been overlooked and that a search be made for them. Further it would aid in classifying the records' descriptions under the proper office of origin and reveal inaccurate or incomplete descriptions and mistakes in chronology.

However, its disadvantages were equally obvious. First of all, the legal requirements were not reflected in actual recording practice. The state legislature might prescribe that county officials keep certain records but these officials were usually responsible to the county electorate directly and, consequently, enforcement would have been difficult even if effectively provided for, which was not usually the case.

Furthermore, there was an objection to the compilation of these check lists from the point of view of research mechanics. Their preparation required extensive research in legal materials for a single type of information, whereas with very little more effort other highly useful types of information could be gathered. All laws and constitutional provisions relating to the structure and functions of county offices could be brought under control by means of classified indexes, abstracts, and transcripts. By assembling this research data in the state central offices the staffs would have access to detailed information regarding the structural development of county government, that is, a record of all the offices, boards, commissions, and courts which functioned in the counties at any time together with a record of any combinations, divisions, additions, and terminations of offices. It would also provide a picture of general county administration which would show the controls exercised over the various offices by other official bodies and by the electorate.

A knowledge of the numerous laws regarding the registration of

title to property—the manner of recording deeds, mortgages, assignments, satisfactions, and related instruments—would be of great value to a person preparing a guide to the archives produced by such registration. Even more voluminous is that legislation relating to the administration of justice in criminal, civil, probate, and other types of jurisdictions which have been associated with the name "county court" since medieval times. Other traditional county functions such as the conduct of elections and collection of the state revenue have occupied an important part of the record-producing energies of local officials and a knowledge of the manner in which these functions have been executed in the past is essential to the compilers of logical guides to county archives. Public services now associated with state governments such as education, health, and the care of the poor and defective, were formerly performed and often continue to be performed by the counties and have produced both legislation and records.

It became clear that the accumulation of the basic data on the structure and functions of county government would require a study of all the acts passed by the state legislatures. The indexes in the published codes and session laws were of little value since at least seventy-five per cent of all state legislation affected local government in some way. As a result the laws have to be read page by page. This is being done in each state in accordance with a memorandum from the national director circulated in September, 1937, which laid the groundwork for a series of comprehensive reports on "County government and records."

In the new states of the Rocky Mountain region this task was formidable enough but it appeared puny in relation to that confronting the projects in the oldest states where literally hundreds of volumes of printed session laws had to be covered. Of course, the use of compiled codes provides short cuts in this research which have been used extensively in order to permit the necessary flow of published inventories of county archives. However, since 1937, the state research staffs have worked at the task of analyzing every volume of session laws in order to obtain all the information on local government contained in them. The codes, even when official, cannot be finally relied upon for the following reasons: (1) acts passed subsequent to the publication of one code and repealed before the issuance of the next code would not be represented; (2) the codes are often condensations of the original law; (3) special legislation is

often omitted although it might be of importance in preparing a guide to the archives of a particular county since a special act might explain an anomaly in some records series; and (4) some codes have serious omissions and mistakes.

The emphasis upon research in session laws may appear to be too great to those who have approached public administration at the state and federal levels. However, it should be remembered that state laws affect the counties as administrative subdivisions and are often as detailed in their instructions as those we find in the mimeographed departmental procedures of the units of the state and federal governments. The information regarding former procedures in county administration is frequently not available outside the laws. Even the oldest county officials in service cannot explain the purpose and origin of certain old records. However, a law long since repealed may give us all the information needed regarding these records. Indeed one of the most important factors in enlisting the increasing enthusiasm of local officials in the work of the survey has been the knowledge of noncurrent records which the local project workers have accumulated and made available to these officials.

The main objection to research in legal materials alone as the source of data on administrative history has already been suggested; namely, that it gives a more or less idealized view of what should happen rather than of what actually happens. The further objection probably has occurred to you that the laws provide only the dry bones and nothing of the dynamics of county administration. The reasons for changes in procedure, function, and structure are omitted from the laws as are descriptions of the local conditions which warped or prevented the execution of the laws. Naturally we have little in the way of diaries and letters of former local officials describing their daily routine for it would scarcely occur to them that such descriptions would be of interest to anyone. Newspapers are of little assistance in providing the flesh and blood for our legal skeleton of administrative history for their editors have shown only a perfunctory interest in the operation of their local governments. The secondary literature in the form of monographs on taxation, education, welfare, administration of justice, and law enforcement is helpful for the most recent period but usually gives scanty treatment of historical backgrounds. Furthermore, there is a general tendency to base these studies on state documents rather than on county archives. This course is understandable in view of the fact

that devising a research procedure for the valid exploitation of the data of social value in county archives is most formidable. Such a procedure would involve research in scattered towns and cities and into records the quantity, availablity, and content of which have been hitherto almost entirely unknown.

The debates and proceedings of constitutional conventions, where they are available, provide the most valid and interesting sources of descriptions of county administration as it appeared to those who dealt with it and worked in it in former periods. Much of value is also to be found in the recent analyses of local government by legislative committees set up to draft reform legislation, executive commissions designed to study and improve the efficiency of administration at the county level, and the surveys made by such organizations as Griffenhagen and Associates, Limited, and the Brookings Institution. They must be used cautiously, however, for no matter how scientific the approach a bias against existing forms of administration is usually the motivation of the study. Furthermore, the literature embracing their findings is confined almost entirely to the period since 1919, and certain venerable county institutions suffer when exposed to the analysis of the twentieth century efficiency expert. Those persons who could best defend these institutions in their heyday were never called upon to make a defense since none was needed. Therefore, it is dangerous to apply the findings of the expert survey analyses by any type of fourth dimension projection into the operation of local governments of a hundred or even fifty years ago.

While making use of all the sources described above in creating the frame of reference for archival guides, it has become increasingly apparent to field workers and the state and national editorial staffs of the survey that the records themselves provide the best and most reliable source for administrative history.

When bundles of county records forgotten for a century are found in a storage room the labeling, if any, is noted but experience has shown that this labeling may be illegible, meaningless, or actually misleading. Obviously it would be helpful in making the entry in the guide describing the records in this bundle to have available every scrap of information regarding how the government which made them was constructed and what it was expected to do during the period covered by the documents. It often happens that the bundle contains a miscellaneous collection of documents and the field worker has no knowledge of administrative history. Before any

accurate and usable description of such a collection can be written it is necessary that the documents be analyzed individually and the information assembled and sent to the state editors. In this manner much information regarding the actual operation of the offices in the counties and towns is accumulated and the unusual recording practices of the various localities and clerks made known. It has been found that these analyses of miscellaneous documents often enable the filling in of otherwise unexplainable gaps in other records series.

Similar problems sometimes arise in connection with clearly titled bound volumes which fit neatly, according to their titles, into a logical archival series. However, it sometimes happened that a former official, perhaps with the idea of saving paper, entered, for the period of his incumbency, other types of recordings not covered by the title on the volumes. For example, in the archives of the town of Berlin, Connecticut, there is a series of volumes entitled Berlin Land Records. In these volumes were recorded, in addition to a wide variety of instruments affecting the transfer of land, the following types of records for limited periods: births, marriages, deaths, bills of sale of personal property, bee-keepers' registrations, two local censuses, election of church trustees, articles of incorporation, earmarks, sanitary regulations, and town proceedings. Furthermore, three volumes in this series apparently missing turned up in other places with other titles. Since this is by no means an extreme or unique example, it is apparent that administrative history must from the archivist's point of view include a study of the peculiar recording practices of the various officials.

These mixed types of records are, of course, special problems and must be studied as such when they are found. However, there is one record series the study of which has proved essential in order to provide sufficient background in the administrative history of the county to enable the preparation of the best archival guides. These are the minutes and proceedings of the body which represents the county as a corporation. It is variously entitled the board of county commissioners, board of supervisors, county court, and, in Louisiana, the police jury. These boards usually supervise in some way the activities of all the other county officers and their proceedings provide a running picture of county administration. By carefully checking this series it is possible to ascertain how far, when, and in what manner the laws passed by the legislatures were executed.

In summary then it may be said that the experience of the survey

has shown that in archival work it is almost impossible to overestimate the importance of acquiring a thorough, detailed picture of what the officers creating the archives did, why they did it, and what it was done with. As much of this picture as possible should be at hand before any archives are catalogued, classified, or even listed. This background material should be made available not only to the user of archives but also to the potential user for it will serve to lessen the shock of the first contact with masses of apparently disorganized piles of old volumes and papers and most important of all it will indicate what types of data may be abstracted from the archives for the study of society.

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A SOLDIER-ARCHIVIST AND HIS RECORDS: MAJOR GENERAL FRED C. AINSWORTH

I AM delighted that the American archivists have reserved a place on their annual program for famous personalities of our profession. It is not a very fortunate thing that the archival personalities associated with our country's history are by no means as "famous" as they might be. Their story is an enduring part of ours, but we have necessarily been too deeply engrossed in the problems of construction and integration to pay much attention to the fascinating psychological element. Yet few among us will deny that the directing influences in the field of archives have largely been, and often continue to be, of a subjective character. All of us can easily recall the familiar experience of having to regard a *fonds* as the product of individual caprice rather than of established archival procedure. It becomes necessary to study the record keeper equally with the records, to estimate the causes and ideas involved in that relationship, to understand the motives of previous generations of archivists, and finally, and most important of all, to draw upon this type of knowledge in order to fix a rational balance between what must be general and permanent, and what must be individual and particular, in archives administration. In short, we must try to outline the proper circle of action for the enterprising archivist. And for that reason Major General Fred Clayton Ainsworth, late adjutant general of the United States Army, and manager extraordinary of War Department archives, has seemed an excellent subject for this program. His career sharply illustrates this central problem of the archival personality.

General Ainsworth is not a difficult person to write about. He was, for one thing, a unique man in a unique job. Let us admit the unhappy truth that the list of great federal archivists has not been long. True, there have been outstanding names: Treasury has benefited from Rosecrans, State has had Haswell, and the War Department itself enjoyed the ministrations of Lieber and Billings. Ainsworth had characteristics much in common with these men. He too was a pioneer, and that is an important fact to remember when assessing the somewhat harsh quality of his performance. There was in him that strong current of adventurous individualism that so unmistakably distinguishes the pioneers, archival or otherwise, of that

period. What makes Ainsworth so notable as an individualistic archivist is that he was so successful. His was a current with sources, wanderings, power, and destiny peculiar to its possessor because of the almost infallible fortune that went with it. One of the more obvious manifestations of this worthwhile attribute was the lack in Ainsworth of what might be called the academic touch. He had little of the subtle feeling for universal implications and abstract reasoning that we have come to regard as indispensable where archival planning is concerned. Rather, he was a driving executive, shaping his ideas from the hard patterns of practical life, considerate of ends and reckless of means, developing his marvelous capacity for leadership in terms of rational experience not philosophic conviction. We quickly recognize this type of personality: it is one with that of Andrew Carnegie, James Hill, Leonard Wood, and other great players on that incredibly remote stage, played on by the older generation. It is not the type of erudite scholar or painstaking research worker or slightly unworldly compiler that we are inclined to regard as naturally suited to archives. Yet Ainsworth was without question one of the most capable archivists to whom we can look. The reason for this, I am sure, will throw a little more light on what I have called the "archival personality."

There are first the biographical circumstances in the case. Fred C. Ainsworth was emphatically not the memoir-writing kind, and little of his early history has been preserved. That is perhaps no great loss to our understanding of him, for such opportunists rarely have the habit of developing one set of activities logically out of another. He was born in 1852 in a small Vermont village. Fairly soon he decided on a medical career, thereby demonstrating leanings toward scientific method and an inclination toward hard work. By the middle seventies he had obtained his medical diploma; but the student of physics and pills was restless in the laboratory and eager for a life of more commanding activity. What was more natural than to look across the narrow eastern horizons into the tumultuous, war-whooping West? And what course more logical than to gain entrance to this gorgeous outdoor arena by way of the army medical corps? Once the decision was made, the counsel of friends and instructors availed nothing. Ainsworth accepted an appointment in the army as assistant contract surgeon, and lost no time setting out for the land of opportunity.

That was in the seventies, when the Southwest was witnessing

some of its most active Indian fighting. The hopeful young doctor was probably on the ground in many engagements. At least that was his reputation years after when he sat down to write a detailed account of his share in the bloody Geronimo campaign; and a cloud of witnesses have testified to his command of frontier history and fiction alike. At any rate, the life of field service was more grateful to his temperament than that of the hospitals. He made peripatetic army rounds of posts like Vancouver, Yuma, Camp Grant, and West Point. At the same time the surgeon was characteristically active and exact in his duties; he earned a reputation for being a conscientious "medico" with quite as much regard for soldiers' skins as he had disregard for his own. The frontier experience shaped him unmistakably: for the rest of his life it was clearly manifested in the tough Ainsworth physique, the shrewd Ainsworth eye, and the laconic Ainsworth speech.

In five years came promotion to a captaincy, and for five more years Ainsworth was a well-known figure about various Texas posts. Then came one of the sudden, acute turns in his career. The vigorous young officer, well fortified by recommendations and anxious to acquaint himself with new worlds, returned east to become recorder of the Army Medical Board. Through this position Ainsworth seems to have made his first venture into the mysteries of office bureaucracy and systematized paperwork on a large scale. The venture was strikingly successful. Political connections were made and strengthened; executive capabilities were developed; and a most fortuitous knowledge of army correspondence and document systems was acquired. Indeed, into the close environment of files, clerks, and paperwork Ainsworth fitted with perfection. His very presence, we are told, seemed surrounded by an atmosphere of proud self-assurance; the tall, rangy body, topped by a head long and erect, and characterized by a cold blue glance that was as well calculated to inspire obedience as the strong mask of feature was to convince of courage and responsibility—these were the redoubtable contours of a personality completely rational, entirely efficient and controlled, and overwhelmingly successful.

The surgeon general himself made due note of these qualities and came to wonder if, after all, they would not be better adapted to the needs of the Washington staff. The roomy old brick buildings then occupied by the medical department's headquarters were at that time harassed by a constantly growing problem of record keep-

ing that seemed to threaten the smooth routine of the whole organization. It was a complex problem; not only concerned with the purely archival questions of filing systems, finding media, and reference procedure, but also with the larger and more subtle ramifications of governmental relationships, group interests, and—needless to say—partisanship. It was a problem that centered in the medical department's archives only as a malignancy centers at some haphazard crook in the body, while deriving much of its growth from the whole physiology; in a like manner the troubles of the surgeon general's Record and Pension Division were the focal point of a group of pressures that were felt throughout the War Department, in other government agencies, in Congress, and throughout the ranks of thousands of Civil War veterans. The surgeon general was justified in giving it his closest attention.

It all began with the expansion of the War Department after the Civil War. The war itself, and the economic growing pains which ensued, had brought about an increase in government services far beyond the prudent limits of previous generations. Nowhere was this change more apparent than in the department that was charged with the double duty of policing the reconstruction South and expediting the opening of the West. And when Congress, in 1879, began to pass large-scale pension legislation for the veterans of the Civil War, the War Department, through its surgeon general's and adjutant general's offices, had to shoulder the unprecedented burden of investigating, through myriads of musters, returns, and books and papers of every description, the military history of each of thousands of claimants. Previous pension services had been microscopic in comparison; it was a modern job and needed modern methods of managing such enormous quantities of military archives, not to speak of a huge pension correspondence. For seven lean years the SGO Record and Pension Division struggled desperately to navigate this ocean of business. An average claim for pension required arduous searches through jungles of half-assimilated records, searches made all the more unpredictable by the hearty vegetation of red tape. The first solution was simply to ask Congress for more clerks. And Congress complied, for each member had his bundle of constituents' requests for action. Of course this way out of the tangle was soon blocked by the lack of co-ordinated procedure, a lack made worse by the traditional refusal of the old-fashioned, rigid letter-book correspondence system to be adjusted to these demands.

The morale of the division sank as the yearly backlog of arrears piled up, as records began to fall into tatters from overuse, and as heads shook ominiously on Capitol Hill.

All this came to a sudden end when, in July, 1886, Captain Ainsworth was appointed by the surgeon general to lead the way out of the archival wilderness. The choice was made on the basis of managerial competence, probably with the advice of a group of Congressmen then interested in improving departmental administration. It was certainly not made with reference to archival experience on a wide scale. That was considered quite secondary, not from any antagonism to archivists, but simply because no one had a very clear idea just what an archivist was. Senator Cockrell, who was deeply interested in problems of federal administration, finally became the head of a Commission on Methods of Business in the Executive Departments that tried very hard indeed to identify the species archivist. In the process three volumes were produced on War Department organization and paperwork, ample testimony to the problem that confronted Ainsworth when he arrived in Washington that hot summer day. Nevertheless, he had as assets the friendship and assistance of the surgeon general and Senator Cockrell, and was prepared to use them.

In four short but hectic months the newcomer to the SGO Record and Pension Division office had completely swept away the arrears of business that had cluttered up the place for years. It is not necessary to accept his claim that these amounted to ten thousand individual reference investigations to be certain that the accomplishment was a truly great one. It was great not because of the reforms by which Ainsworth inaugurated his archival career, but because of the revolution he effected in the minds of the record keepers. In a very comparable sense it was an "industrial" revolution, for Ainsworth employed the large-scale mechanisms of America's manufacturing age to the large-scale situations in Washington. The letter-book, that venerable army institution and bottle neck of correspondence, was banished in favor of a card register and card index. These new devices enabled clerks to process any amount of letters simultaneously. Filing and searching were made matters of methodical office procedure on the principle of division of labor, instead of being left to the vagaries of individual clerks who formerly had worked on single cases something like a medieval handicraftsman. An express messenger service moved papers through the offices like a well-oiled

conveyor. Each pension claim was subjected to this straight-line process, and, as if to complete the factory analogy, Ainsworth required his clerks to work overtime. His innovations proved, by their instantaneous success, that a brand new period of archival history had begun, at least so far as the War Department was concerned. Most significant, they were the product of a single-minded organizing genius.

But this was only the beginning, and Ainsworth's next stroke was even more spectacular. He had solved a problem of management and system; now he met one of a more purely archival nature: that is, of preserving records in constant use and "fast crumbling away." The numerous rolls of the Civil War armies, for example, had often been composed on inferior paper, had been subjected to haphazard storage conditions, and in many cases had been so roughly used in the pension business that a whole staff of clerks was occupied recopying them. Copies, and copies of copies, had in turn fallen apart from excessive use. The expense of reproduction by printing was prohibitive, while photography and allied techniques had not as yet been perfected sufficiently to be of aid. All archivists of that time and before had had to wrestle with this kind of situation, as a rule with imperfect success.

Ainsworth's response to this emergency was what he called the "index record card," so named because it was a rectangular piece of heavy paper bearing an extract from the record of a soldier and capable of being filed in index fashion. Each entry pertaining to a soldier in the original documents of military service or hospital care was copied on a separate card, and all the cards pertaining to the same man were assembled. The cards were then placed in paper jackets, one for each individual name, and the jackets filed by army units and personal names. Tedious searching for all parts of a soldier's record was thus made a thing of the past. Once the soldier's name was known one could get the desired information simply by turning out the proper jacket with its packet of cards. Original rolls and books could be kept out of active use. For the first time the volunteer army records of the War Department were made available in an effective way.

The index record card system may not have been a completely new thing, and the idea for it may not have been all Ainsworth's, as some facts seem to indicate; nevertheless his administration made it seem so. It was a great success from the beginning. Eventually about

sixty-two million cards were prepared, covering not only the Civil War, but the service of American volunteer soldiers since the Revolution. Here was, in effect, a totally new War Department archives, of immense size and usefulness, on the basis of which Ainsworth speedily became indispensable to anyone who needed the information contained in it. Nothing like it had ever been seen before. Congress was delighted at the saving in clerical salaries effected by the index record cards; the Grand Army of the Republic was gratified at the ease and accuracy with which pension calls were now answered; and Ainsworth became a formidable representative of this interesting mixture of influences. The Cockrell committee enthusiastically endorsed the magic cards and probably made possible the appropriations voted by Congress to continue the work. Ainsworth, in turn, did not see why every scrap of information that could be found regarding every American soldier should not be made available in this way. Once again, an individual had revolutionized an archival system generations old.

Once the records in the SGO had been reorganized and "carded" according to the new system, it was impossible to deny its extension elsewhere in the department. While old-time clerks grumbled and looked askance, the Congressional friends of archival reform began a movement to create a single great archives office within the War Department; to make Ainsworth its head; and to apply his methods without restraint. This meant, in effect, the joining together of the surgeon general's and adjutant general's records. It also meant the vesting of large archival affairs in what we would call "unprofessional" hands. Within three years the deed was accomplished, and the Record and Pension Division of the War Department was set up. Not until the founding of the National Archives was there to be so much interest excited in Washington over the subject of the preservation of records. Nor could any one then find serious fault with the man who had started it all. Ainsworth was so mindful of the responsibilities of his position that he left no stone unturned to make his new organization work well. In due time, his office was made almost autonomous of the department itself. Talk began to be heard again of a national hall of records that would further centralize federal records under the care of this extraordinary man. Ainsworth had become possessed of enormous influence. It was no exaggeration to say that the great record system under his care was only another element of the Ainsworth personality. That he was well-nigh in-

vincible was demonstrated in 1894 when the old Ford's Theater Building, housing a large portion of his workers, collapsed under the strain of overcrowding. There was a great deal of feeling against Ainsworth at the time, but it all came to nothing against the weight of his prestige and connections.

The catastrophe did not halt the work of carding more than a few days. Soon the Civil War volunteers were indexed; then those of the Mexican and Indian wars; and finally, the War of 1812 and the Revolutionary War were covered. The Pension Act of 1890 provided thousands of new claimants, and so did the Spanish American War. By that time the Record and Pension Office, as Ainsworth's establishment was now called, had become, through sheer weight, a kind of higher authority on archival matters. The card record system was regarded as being almost beyond criticism, and there was danger that it would be extended to other types of federal records that it did not fit at all. What was worse, the office was able to absorb, whenever it wished, whatever records of other agencies that Ainsworth thought should properly belong in his collection. It seemed to many that the Record and Pension Office was usurping the prerogatives of a national archives without being one. Not a few observers must have wondered what, after all, an archivist really was.

The most vocal antagonism to the Ainsworth system of archives administration came from the historical profession. At the turn of the century American historical scholarship was becoming well organized and was turning with zeal to the intensive study of official documents. Connected with this strengthening of the research worker was the movement for a hall of records that should house all the inactive files of the federal government. The historians supported the idea of a national archives depository not only from the standpoint of efficiency but also from that of reference service. Once Ainsworth had begun his comprehensive changes, many hoped for greater freedom of access to the invaluable materials in the War Department. Nothing of the sort occurred, however. To Ainsworth's mind, the war records of the nation were not public property in the democratic sense of the word; they belonged to a disinterested third party, the government itself, and as such should be used only by high federal officials. He believed, furthermore, that the soldiers' histories were of a "confidential nature" which demanded that they be withheld from the eyes of contemporary generations, that "improper use" of their information might not be blamed on him. Of

course this point of view was a very logical one for a man of his character and training to take; but it also demonstrates clearly the limitations of the Ainsworth conception of archival science. His attitude was little more than a conservative rationalization of the political-pension aspects of his office. His definition of confidential archives, moreover, included such prized collections as the files of the Confederate government and certain personal papers of Jefferson Davis. These he ordinarily refused to allow any student to see. As president of the board of publication of the official records of the Civil War he even supervised, in the later stages, the careful editing to which those volumes were subjected.

The conflict with the historians was only a small part of the constant struggle for power in which Ainsworth now became engaged. He more and more lost sight of his archival functions and devoted himself to the new duties that came with loftier positions. In 1906 he was made military secretary of the army, a position tantamount to, and later changed into, that of the adjutant general. His authority was immense and unquestioned until 1912 when, as a result of severe differences with Leonard Wood, he was forced to resign and to retire from public life.

Although Ainsworth was only partly an archivist in the accepted modern sense of the term, his achievements in that field are not to be questioned. The introduction of large-scale archival techniques, for example, was a most necessary and certainly a permanent thing; and its success was made possible at a rather early date by the foresight and will of the former army surgeon. The movement for a national archives was thereby given considerable impetus, and a group of ideas was established on the subjects of *fonds*, indexes, and administration. Secondly, a definite step was made in the growth of ideas on the subject of the uses and purposes of archives. It is true that Ainsworth did little to make this development natural and swift; but he did make it possible, by his work in the war records, for the problem to arise in a clear-cut fashion. It remained for more liberal and systematized practices to be formally adopted years later when the National Archives itself was set up. And not among the least of Ainsworth's progressive gains were his emphasis upon skilled and professional archives workers; his invention of the record card system, and consequent efforts to preserve intact original documents; and his accumulation of much knowledge regarding transfers, cataloguing, and searching procedures.

On the other hand, it must be admitted that the Record and Pension Office did not really succeed in setting up a unified, professional, and continuous archives for the war records. After Ainsworth's time the centralizing principle was to a large degree abandoned. Then again, there was his failure to develop, among all classes of the population, a broad and liberal appreciation of federal archives, free from group or political interest, and capable of yielding definite historical values. That particular problem was beyond the vision of the Record and Pension Office; it confronts us again today. The lessons of the Ainsworth type of career can be used to advantage. And, since the Indian-fighting, hard-hitting surgeon was such a paragon among the Washington bureaus, it is not inconsistent that the most unique archival collection in their midst is that of the millions of carded records, still testifying to the powerful character who made of them and the War Department records from which they sprang, an archives establishment unlike any that had gone before.

Here was, indeed, an archival personality of the first rank. But it may well be asked if all the elements of a well-rounded archivist were exhibited in that personality; or, to put the question as it was stated at the beginning of this paper, if the sphere of action of the enterprising archivist does not include the universal and objective qualities of the mature student as well as the ability to grasp and deal with the complicated problems of administration. I think that it does, and that the lesson of the sixty-odd million record cards is one of warning against the dangers of subordinating the archival ends to the archival means, of making the procedure, rather than the description and use, the purpose of archival economy. This, however, is the verdict of another era of archivists. To them the Ainsworth career, both in its brilliant accomplishment and circumstantial omissions, is a great light on the path of achievement directly ahead.

SIERT F. RIEPMA

The National Archives

ARCHIVAL MAPS AS ILLUSTRATED BY THOSE IN THE NATIONAL ARCHIVES[1]

ON A CERTAIN DAY in June, 331 years ago, and again in August of the same summer a small vessel of three tons burden sailed past the mouth of the Severn only about three miles from where we are now assembled. In it on both occasions were some dozen white men engaged in exploration that in two short trips of three and six weeks respectively, despite storms and Indian encounters, outlined the entire indented shoreline of Chesapeake Bay and the lower courses of many of its tributary rivers with an accuracy which comparison with the modern map shows to be deserving of all praise.

These expeditions are described by their leader in his classic account of the first permanent English settlement in the New World. In the author of that account, known to the world in general as soldier and colonial official and, if you will, adventurer in two hemispheres, the geographer recognizes a kindred spirit. For what could be more in keeping with the modern geographer's definition of his subject as the study of man in his environment than the following quotation from Captain John Smith's *Generall Historie of Virginia, New England, and the Summer Isles,* published in 1624, where, in introducing the section on the Summer Isles, i.e., Bermuda, he says:

> Before we present the matters of fact, it is fit to offer to your view the Stage whereon they were acted, for as Geography without History seemeth a carkasse without motion, so History without Geography wandreth as a vagrant without a certaine habitation.

With your permission I should like to submit Captain Smith's quotation as a sentiment peculiarly appropriate to the topic of the present brief paper. For in the administration of an archival map collection there should be a blending, it seems to me, of the points of view of the geographer on the one hand and the professional historian and archivist on the other, or, rather, the geographical principles should be fitted into the framework of the principles developed by modern archival economy.

When the National Archives was being established, provision was made for a separate Division of Maps and Charts because, as stated in the *First Annual Report of the Archivist of the United States,*[2]

[1] Read at the Third Annual Meeting of the Society of American Archivists, Annapolis, Maryland, October 13-14, 1939.

[2] Washington, D.C., 1936, p. 16.

the special scientific problems involved called for professional geographical supervision. The geographer's point of view was thus generously recognized; it was necessary also to study and apply the archival point of view.

The cardinal principle of archival economy is, we take it, the principle of *respect pour les fonds* which calls for maintaining groups of documents intact according to the agencies of whose activities they are an outgrowth and whose functions they reflect. This principle of provenance underlies the organization of the regular custodial divisions in the National Archives, according to which a separate division is provided for each legislative branch and each executive department of the federal government. The three specialized divisions, Motion Pictures and Sound Recordings, Photographic Archives and Research, and Maps and Charts, are exceptions to this scheme in that, because of the special nature of their materials, they receive records from all executive departments and branches. They may be thought of structurally as tiers cutting horizontally across all departments, while the regular custodial divisions represent vertical compartments, each devoted to a single department.

If, then, inviolability of the administrative derivation is the dominant archival principle, what would the geographical principle be? The answer to this question touches upon the organization of the science of geography as a whole. It is the regional principle.

The subject-matter of geography is divided into two parts, general geography and regional geography. General geography deals with the general principles and laws of the phenomena relating to the earth, such as the laws of climatology or plant geography or human geography. Regional geography deals with the association in a given area or region of the various factors that go to make up the natural environment of that area or region and man's activities therein.

Obviously, it is not possible to have maps of the general laws of climatology or the principles of human geography. Maps belong in the field of regional geography; each map represents a definite portion of the earth's surface (or of the whole world, in some cases).

From the geographer's point of view a map collection should be arranged and classified regionally, i.e., by countries, states, or other areas. This is the primary interest. Whether a map of Illinois shows distribution of prairie and forest, coal and other mineral resources, history of settlement, or modern transportation lines, the basic fact is that it deals with Illinois. Therefore, it should be classified and

filed by the state. Other interests can be taken care of through cross-referencing, such as entries under coal, settlement, railroads, motor roads, etc., under which would then be grouped cards referring to maps of all the states or other areas in the collection on which these aspects were represented. Classification of maps by the regional principle, and indeed of all geographical publications, textually and otherwise, is now greatly facilitated by two publications by Mr. Boggs, one[3] as chairman of a committee of the Association of American Geographers and the other[4] as joint author with Mrs. Lewis, map librarian of the Department of State. Thiele's American Library Association manual[5] also has useful data.

A consideration of these matters and, more important still, the character of the material actually coming into the custody of the Division of Maps and Charts at the National Archives led inevitably to the conclusion that the regional principle, at least as a primary principle of classification and arrangement, is not appropriate for an archival map collection. To have applied the regional principle would have merged together maps derived from different agencies and would have broken down the agency of derivation structure. As a corollary, it would have cut across the threads connecting the maps with their related textual records in the other custodial divisions of the National Archives, and to maintain those threads unbroken and to see that, in the manner of a complex technological exhibit, every colored ribbon correctly leads from its label to the object which that label describes is, as we see it, one of the important duties of the division.

How these questions of classification and arrangement and relation to corresponding textual records actually work out can best be illustrated by describing briefly the different groups of maps in the Division of Maps and Charts.

The maps now in the custody of the division number some 38,000 and were derived from the United States Senate and from five executive departments, an interdepartmental committee, and an independent agency. The most important collections are those from the Department of State, from the Office of the Chief of Engineers in

[3] S. W. Boggs, "Library Classification and Cataloging of Geographic Material," *Annals of the Association of American Geographers*, XXVII (1937), 49-93.

[4] S. W. Boggs and Dorothy C. Lewis, *Classification and Cataloging of Maps and Atlases* (Washington, 1932).

[5] Walter Thiele, *Official Map Publications* (Chicago, 1938).

the War Department, from the Office of Indian Affairs in the Department of the Interior, and from the Senate.

The State Department maps represent the outstanding collection formerly in the archives section of the office of the Historical Adviser. It contains the maps relating to treaties to which the United States has been a party, to the international boundaries of the United States, to arbitrations, including the fur seal arbitration, and to the agreements with Great Britain concerning the North Atlantic fisheries. The treaty maps include six complete copies, among them the Steuben-Webster copy, of the Mitchell Map of 1755 which Colonel Martin of the Division of Maps of the Library of Congress has characterized as "without serious doubt . . . the most important map in American history."[6]

The treaty maps, especially the Disturnell map of Mexico and the Melish map of 1819, have had the benefit of close study by Colonel Martin and also by Mr. Boggs, the results of which are published in Hunter Miller's volumes of definitive treaty texts.[7] These maps therefore already have, as it were, a public record, expressed in terms of the agency in whose custody they formerly were. Here, obviously, is a case that pre-eminently calls for *respect pour les fonds*.

As to classification, the maps had, prior to their transfer to the National Archives, been arranged and card indexed by treaties and conventions and under these according to the individual articles to which the maps related. As a result, it has been readily possible to identify and locate any given map.

The maps from the Office of the Chief of Engineers are the military maps of historical value from the Map Files Section of the Administrative Division of that office. They exclude the maps dealing with river and harbor surveys and other nonmilitary engineering works. The maps resulting from the explorations and surveys of the former Bureau of Topographical Engineers form the bulk of the collection. Significant among the maps in the collection are the Civil War maps.

The Chief of Engineers maps are arranged according to an alphabetical classification scheme beginning with the North Atlantic states

[6] *Dictionary of American Biography*, "John Mitchell," XIII, 51.

[7] *Treaties and Other International Acts of the United States of America* (Washington, D.C., 1931-1937); Mitchell's map, III, 328-351, and IV, 403-413; Disturnell's map, V, 340-370; and Melish's map, III, 54-55.

and progressing southward and westward to the Pacific coast. Each map is numbered within this scheme and for each there is an index slip. Here again there is an established system of notation and filing that needs to be preserved.

The same holds even more true of the Indian Office maps, which constitute the largest collection of all, numbering about 17,000 items. In this collection most maps bear a file number compounded of the number of the tube in which it was formerly kept and a map files serial number. The map number will frequently be found on the correspondence or other textual document in the Division of Interior Department Archives to which the map is related, and in these cases finding the map related to a given document and vice versa is relatively simple.

When the correspondence does not carry the map number, other steps have to be taken to identify and locate the desired map. In this, the most valuable aid is the card index that was prepared under the supervision of the Division of Maps and Charts as part of a WPA project originally sponsored by the Indian Office whereby the whole collection was also mounted on cloth or otherwise rehabilitated. This index consists of three sets of cards that are arranged respectively by map number, by states, and by subjects. Since the rather arbitrary sequence used in the tube filing need no longer be followed now that the maps are flat filed, it is proposed, in agreement with the Indian Office, to arrange them physically by states, under state by Indian reservation, and under Indian reservation chronologically. By means of these numerous devices, the ready location of any given map in this large collection seems assured.

The Senate maps came to the Division of Maps and Charts in the various miscellaneous bundles in which they had been stored in the attic of the Senate wing of the capitol. They contain maps that were used by various Senate committees, such as Civil War maps used by the Committee on Military Affairs; also maps used as so-called engraver's "copy" for the production of the printed maps appearing in Senate documents. The Division of Classification of the National Archives has classified these by number and session of Congress and, so far as possible, by Congressional document number. This provides a valuable key.

These examples have indicated that most of the collections were organized according to some system before they were transferred to the National Archives. The need to retain their original adminis-

trative grouping is all the greater. However, although this confirms the archival principle as the appropriate primary principle to apply, it may be pointed out that it might be desirable, especially in view of the type of inquiries that are being received in the division, to apply the regional principle in creating a card catalogue that would bring together the entries concerning different maps in various collections that deal with the same area or subject. It may be that the magnitude of the task, especially with increasing acquisitions, would make it difficult of achievement, but a modified form dealing only with major categories might prove feasible, such as the Division of Cataloging is carrying out as regards the textual records.

In what has preceded it has been the intention to discuss aspects of map administration that are distinctively archival. An archival collection, of course, also has problems in common with those of a regular map collection, such as use of paper folders for filing, or mounting and dissecting the maps to fit the size of the drawer in the map cases used, etc. Some of these questions have been referred to in Mr. Brown's paper,[8] and further information on them is available in the two publications by Mr. Boggs of which mention has previously been made, so that it seems unnecessary, even if the time would allow, to discuss them further here.

If in conclusion we turn from these details to the world outlook to which the geographer is accustomed, we will remember that the stage whereon our national life has been and is being acted is one of the two areas of continental proportions in which the white man has found the climatic conditions necessary to his continuous and compact occupation of the land. Maps are the graphic form in which that settlement and its precipitates are most effectively recorded. The geographers entrusted with the care of these national records of the drama enacted on the American scene are aware of their significance and by the very quality of the material in their custody daily experience the perennial validity of the challenge *noblesse oblige*.

W. L. G. Joerg

The National Archives

[8] Lloyd A. Brown, "The Special Problem of Map Administration." Paper read at the Third Annual Meeting of the Society of American Archivists, Annapolis, Maryland, October 13-14, 1939.

REVIEWS OF BOOKS

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Observations Concerning the Conservation of Monuments in Europe and America. Dr. Hans Huth, collaborator. (Washington. The National Park Service, 1940. Pp. 64. Mimeographed.)

Air Raid Precautions in Museums, Picture Galleries and Libraries. (Printed by order of the Trustees, the British Museum, 1939. Pp. 59.)

With wars and rumors of wars everywhere one turns, with ruthless destruction of lives and property regardless of their military significance, and with no town or city knowing when it may be the next to be struck, the problem of protecting property takes on a new significance. The archivist in particular begins to think of the protection of records against the hazards of war, and to him the publications listed above are very pertinent.

The archivist is immediately confronted with many problems in this connection: First, he does not know when the air will be thick with moving objects that will cause death and destruction unbelievable until today. Second, he does not know whether to pack his belongings and run or to stay where he is. If he decides to leave, he is immediately faced with the problem of where to go, because the enemy strikes many places at once. He has the further problem of selecting what should be taken and what should be left behind. Obviously, he cannot take everything. If he decides to stay where he is, he is faced with the third problem of protecting the records and the depositories with every means now known to architects and engineers. This last problem is very interestingly but briefly discussed in Chapter III of Dr. Hans Huth's study. By "monuments," Dr. Huth means both works of art and museums. He states that there are two groups of objects to be considered, movable (collections) and immovable (buildings, monuments, and the like). In regard to movable objects, he points out that there is a tremendous problem involved in the selection, transportation, and safe-keeping of such objects in new depositories, but he seems to think that while a few precious objects could be moved, by and large the best procedure is to protect the objects in their present location.

With regard to immovable objects, Dr. Huth discusses at some length the relative merits of sandbags, scaffolding, and shelters. He also goes into detail regarding the different kinds of bombs and methods of protection against them. In this publication an additional report has been added to the original study, probably after observations made from actual experience during wartime, most of which deals with the various kinds of bombs and the methods of coping with incendiary and gas bombs.

There is not a great deal that the archivist can learn directly from Dr. Huth's study that will aid him specifically in solving his many problems, because the discussion is for the most part general and consideration is given primarily to art and museum objects and museum buildings. From the study one can get some idea, however, of the broad scope of the problems involved in protecting historical objects.

In 1939 the trustees of the British Museum ordered printed a booklet outlining air-raid precautions in museums, picture galleries, and libraries. This booklet is based on the experience and research of experts at that time, that is, before the British Isles had experienced the ruthless destruction from the air to which they have since been subjected. The archivist will find in this booklet more that concerns his immediate problem of dealing with records than in the study by Dr. Huth.

The booklet begins by considering the safety and protection of the staff in museums, picture galleries, and libraries. It sets forth suggestions for organizing an emergency staff to combat fires and to do salvage and rescue work. The second chapter deals with the safety and protection of the buildings themselves and describes the three types of bombs, incendiary, gas, and explosive, to which buildings are subjected. It is pointed out that it is practically impossible to protect the ordinary building against a direct hit by high explosive bombs, but some protection can be obtained against blasts and splinters from bombs bursting nearby and from incendiary and gas bombs. One must bear in mind that good protection today may not be good protection tomorrow.

The most pertinent part of the booklet for archivists is the third chapter, which deals with the protection of materials in the various museums and libraries. Three methods of protection are considered: protection in place, transfer to safer storage on the premises, and removal to depositories elsewhere.

In discussing protection of material in place, sandbagging and other methods are mentioned. Consideration is given to the protection of sealed and unsealed cases, sculpture, pictures, showcases, books, and manuscripts. Books that cannot be removed to safe storage should be packed closely on their shelves to eliminate air spaces, and empty spaces should be filled with asbestos, bricks, or similar material. Wrappings of transparent foil (cellophane) or waxed paper are suggested for the protection of pictures, books, or packages of documents from gas and water.

In the discussion of storage on the premises special emphasis is placed on the fact that attention must be given to matters of humidity, temperature, and ventilation. Storage in damp areas should particularly be avoided.

Although evacuation is suggested only as a last resort in both of these studies, it is probable that, in the light of recent experiences, it will be found that maximum protection can only be achieved through evacuation. The British Museum pamphlet points out that depositories for evacuated material should not be near a military objective and should be free from dampness.

They must have ventilation, be easy to guard, and either have fire-fighting facilities or easy access to such facilities. In other words, they must be safer depositories than the ones being evacuated. When giving consideration to evacuation, the means and possibilities of safe transportation must be thought out well in advance. Various types of packing cases are discussed and attention is given to protection of various types of material. Ideal packing cases, it is said, could be made of plywood in such standard sizes that two men, or possibly one, could carry one of them filled. The size suggested for libraries is 25 by 19 by 12 inches, which when filled would weigh approximately eighty pounds.

Neither publication mentions the matter, but consideration should be given to the problem of providing safe storage space for the large quantity of records that are created during an emergency and to the problem of storing current active records that must be moved from their present location in order to release space for the rapid expansion of activities.

Collas G. Harris

The National Archives

The Art and Technique of Administration in German Ministries, by Arnold Brecht and Comstock Glaser. (Cambridge, Mass. Harvard University Press, 1940. Pp. xiv, 191. $2.00.)

In his search for materials the junior author of this unique volume came upon the Code of Administrative Procedure for all the German national ministries. Happily, the senior author, who, in 1926, as head of the Division for Constitution, Administration and Civil Service in the Reich Ministry of the Interior, had been responsible for the passage of the code, was in the United States and was approached by his present co-author. Together they decided to "edit a joint translation for use in English-speaking countries."

Beset by difficulties of terminology, the authors found it necessary to undertake "an extensive study of basic administrative processes and facilities," and "to examine the similarities and differences between German and American administrative organization." As a result of their labors, we have here presented for the first time in English, a clear exposition of the organization and procedure of the German ministries in enough detail to make it particularly useful to American administrators and students.

Throughout the work, every effort has been made to make clear to American readers the difference between the German and the American organization and procedure. For instance, there is included as Part Five, an excellent "Glossary of German Administrative Words and Phrases"; the translation of the "General Code of Administrative Procedure" together with its "Appendix A, Filing Room Code" and "Appendix B, Copying Office Code," included as Parts Two, Three, and Four, are all well annotated; while a painstaking and informative account of the findings and comments of the authors comprise Part One.

The picture here presented confirms all we have heard about German orderliness, efficiency, and genius for organization. A policy of decentralization and co-ordination—the Reich ministries are small staff and control agencies, the operating bureaus being separate from but reporting to the ministries; a drive for simplification—the function of executive planning is provided for in each ministry, while "crystallization of technique" is avoided through a permanent "Committee for Questions of Simplification" for all the ministries, embodied in which is the "machinery for change"; the establishment of standards of usage as set forth in the Code of Administrative Procedure; all these and more indications of modern scientific management are present.

Of special interest to archivists is the record and filing system, the reform of which received the particular attention of the framers of the code. An "antiquated eighteenth-century system" gave way before the radical reforms provided for in the code, the basic principles of which were (1) a functional classification with a four-digit code; (2) "the separation of records kept on the receipt of letters from those kept on their circulation," as "the reasons for keeping track of the circulation of letters are completely different from those for recording their receipt"; (3) the abandonment of the clerical control of the "normal" circulation of incoming letters within the division, making unnecessary the sending of "papers back to the filing room for clearance at every move"; and (4) the use of loose-leaf binders "which are stacked like books on shelves and carry the four-digit file numbers, indicating their place and contents."

The files were housed in a central file room for each division, the major unit of organization in a ministry. The code "initiated the abolition or restriction of central Filing Rooms," providing that, as far as possible, the files be placed in the custody of the clerical assistants of the *Principal* (an official in charge of a particular field of work within a division, who is the chief technical advisor and aide of the minister and the division director, within his field of work), "who, in keeping the files themselves, avoid several moves which otherwise were necessary." All files were not to be moved immediately, as that would cause too much confusion, but were to be "transferred piece-meal to clerks having jurisdiction over particular subject matters."

The provision to abolish central file rooms, it seems to this reviewer, is the one weak spot in an otherwise excellent plan. That it has not been enthusiastically endorsed, is evidenced by the remarks of Dr. Ernst Posner, formerly archivist in the Prussian Privy State Archives, before the Federal Records Conference in Washington, D.C., on January 29, 1941. Referring to this provision of the code, he said that the administration had not taken advantage of their opportunity to effect this reform, as the divisional filing room had, in general, survived. The archivists, too, Dr. Posner pointed out, frowned upon this innovation, believing that "a break-up of the registry into uncontrollable

smaller units bodes ill for the continuance of sound filing practices." He referred to the loss inherent in a disintegration of "a storehouse of information" and "a guarantor of tradition and consistent administrative action." He reminded us that Michalski, in a paper read before the First International Congress on the Administrative Sciences, held in Brussels in 1910, had pointed out the disadvantage of assigning the record-keeping functions to clerks "who were chiefly interested in and trained for their own tasks," and who "would not possess the necessary experience in registry work," and would, therefore, treat such duties as "an irksome burden." Dr. Posner concluded that "while, undoubtedly, the new administrative code contains excellent provisions with regard to procedure in general, the idea of improving the registry work by abolishing the registries is like burning down the house to get rid of the mice."

In this respect, the framers of the code have followed the tendency of most all procedure analysts to regard records merely as cogs in the procedural flow of work, disregarding the fact that, of all the elements involved, they are the most permanent, and that their proper handling is a profession in itself. The tendency may probably be explained by the fact that record administration as a science has not yet attained that stage in its development where its potentialities as an important administrative tool and research facility have been fully recognized. In these days, however, it is encouraging to note the awakening interest in this field in the United States.

The use of a general code of procedure as a device for controlling the minutiae of which administrative procedure is composed, together with the machinery for change needed to make it flexible enough not to strangle an evolving organism, is a notable advance in the science of administration which is today found only in Germany. The knowledge of German practices brought us in this excellent little volume must indeed be regarded by both archivists and administrators as a welcome contribution.

Helen L. Chatfield

United States Treasury Department

Guide to Library Facilities for National Defense. Preliminary Edition. Edited by Carl L. Cannon for the Joint Committee on Library Research Facilities for National Emergency. (Chicago. American Library Association, 1940. Pp. 235.)

This publication is not a bibliography or a union list of materials on national defense. It is an alphabetical list of subjects and subject subdivisions relating to national defense, with brief paragraphs thereunder giving a general description of the holdings of various individual libraries in those subject fields. A very convenient feature of the book is the grouping of libraries by geographical regions under the subjects, making the resources of a specific section of the country readily apparent.

The subject approach taken by the compilers of the *Guide* is based upon

the concept of modern warfare, with full recognition of the relation of every phase of national life and activity to national defense. The subjects chosen are wisely not restricted to the combat factor of defense, but draw in many headings from the sciences, from economics, and from all the social sciences. Examples of these headings are "Commodities," "Finance," "Labor and Laboring Classes," "Laws," "Manufactures," "Physics," "Scientific Instruments," "Technology and Science," and "Transportation."

As evidence of the alertness of librarians to national needs and as a demonstration of their alacrity in action, the *Guide* is highly commendable; as at least a partial indication of library resources on national defense, it is valuable. The chief weaknesses of the *Guide* are its incompleteness in the inclusion of libraries, its unevenness in the descriptions of the collections of those libraries which are included, and the omission of archival facilities. These flaws are the results of understandable and perhaps inescapable causes, but they result nevertheless in a serious handicap to the accomplishment of the purpose of the publication. Not all the libraries to which the joint committee's questionnaires were sent responded. Consequently some large and some special libraries which have material on national defense do not appear in the *Guide*. The responses from some of the libraries appear to have covered only a part of their collections, as in the case of the University of Illinois, which is represented only by its College of Law.

The unevenness of the descriptions of the holdings of those libraries which did report is seen in the extreme variableness in amount and type of information given in the descriptions, which vary from a meager sentence to a detailed paragraph.

In entitling the publication *Guide to Library Facilities for National Defense* the compilers obviously intended to limit their attention to conventional library material. But if the purpose of the book is—as assuredly it is—to serve as an efficient and reliable guide to researchers in national defense, it is extremely regrettable that the accident and technicality of mere form should have eliminated from its pages any mention, except for a few apparently inadvertent inclusions, of the resources of archival establishments. Except for the descriptions of certain documents held by the Hoover library at Stanford University and by the New York State Library, and a few hints of archival materials in the descriptions of the libraries of governmental agencies, no archives, either state or federal, are included. As a result the *Guide* does not point the way to what is probably the most fertile field for research in national defense.

In the National Archives, in addition to the records of the executive departments, including those of the Departments of War and Navy, there are available to the research student the records of the various emergency agencies which carried on our national defense activities in the European War of 1914-1918: the archives of the Council of National Defense and its Advisory Commission, of the Shipping Board Emergency Fleet Corporation, the

War Industries Board, the Committee on Public Information, the Food Administration, the Fuel Administration, and others. These records, created by the government in the actual and very real conduct of our national defense, are fundamental sources for any study of national defense. They are the stuff from which books are made.

The joint committee, acting in haste to meet an emergency, did not wait timidly upon perfection in producing the *Guide*. And though it bears the marks of that haste, the *Guide* should be gratefully received. Its users will doubtless be comforted by the hope of a greater degree of completeness in the revised edition which is promised in the introduction to the present edition.

Bess Glenn

The National Archives

Protection of Documents with Cellulose Acetate Sheeting, by B. W. Scribner. (Washington. United States Government Printing Office, 1941. Pp. 11. $.05.)

The Paper Section of the National Bureau of Standards has been interested for a number of years in methods of preserving and restoring records. This study considers the advantages of the lamination process over that of covering documents with crepeline or Japanese tissue, and presents test data indicating the permanency of both the sheeting used in the lamination process and the various papers after the sheeting had been applied. The study is limited to tests on cellulose acetate sheeting alone since previous studies had indicated that sheetings composed of regenerated cellulose such as cellophane or cellulose nitrate were highly unstable.

Advantages of restoration by lamination with cellulose acetate foil are given as follows: The sheeting is highly transparent and does not obscure the record; it is easily cleaned with water; it is resistant to the passage of deteriorative gases; it is transparent to ultra-violet and infra-red light; and it permits photographic reproduction without loss of detail. Disadvantages of the crepeline process such as that of the susceptibility of the starch adhesive used in its application to attack by insects and fungi are mentioned. Further the process is speedy and the thinness of the sheeting minimizes the increase in thickness of the document.

Tests were made on foils applied to documents with heat and pressure alone, and likewise those applied with an adhesive under pressure with and without heat. These tests undertook the determination of thickness, weight, folding endurance, tensile breaking strength, expansivity, general stability, etc., of the foils, and the resulting data indicated that they were highly satisfactory in these respects.

Tests made on several types of paper before and after lamination by the different methods produced satisfactory findings, and it was concluded that plain sheetings as well as those using an adhesive had a sufficiently high degree

of stability to be suitable for use with permanent records, but that the plain sheeting was on the whole superior. This superiority was shown by tendencies of foils containing adhesives to wrinkle or separate from the paper and to stick one to another at the edges.

Test data of this kind should be of considerable interest to those engaged in the repair and restoration of records and if possible should be carried further. A similar study relating to the stability of crepeline and Japanese tissue would give important comparative data, and research on the effects of various impurities in deteriorated papers and their chemical reaction on protective coverings would be highly significant.

W. J. Barrow

Richmond, Virginia

Meddelanden från Svenska Riksarkivet för År 1939. (Stockholm. Kungl. Boktryckeriet, P. A. Norstedt & Söner, 1940. Pp. 158.)

With war at the very threshold of Sweden it is not surprising that the initial paragraph of the annual report for 1939 of the Swedish State Archives treats of that pressing problem, how best to protect the records of the nation from the hazards of modern warfare. Since September, 1938, the Swedish archival administration has given much thought to this subject. Various surveys have been made and the shifting and the storing of more valuable items have apparently been contemplated. The needed plans, though not detailed in this report, have evidently been laid by the archivists Waern and Hedar, who have given special attention to this entire matter. Discussions and correspondence have also been carried on with both military and civil authorities. It is, of course, total war which confronts the Europe of today, and archival institutions are as likely a target as any for bombers. It is, therefore, encouraging to read that the proper protective measures are being taken in Sweden not only to preserve the archives in the event of war but also to provide adequate safeguards for the personnel.

The annual report of 1939, though somewhat shorter than that of the previous year, follows the same general outline in its subject matter. First are noted the broader aspects of the archival system, and next is considered the question of the disposition of several groups of useless papers. Then come excerpts from inspection reports of archival depositories, and a closing scholarly contribution, drawn in this instance from the medieval period. Increasing emphasis has been laid upon the weeding out of surplus or useless material, in part because of the demand from representatives of the Swedish parliament for more effective measures of this type, and in part, no doubt, because of lack of space. During the year, in fact, a number of archival transfers from public offices to the Swedish State Archives had to be refused because space was not available. Despite the unsettled times the regular work of the institution appears not to have been interrupted, and services rendered have been on the in-

crease. Indicative of the close cultural ties between the Swedes and the Finns is the statement that of ninety-four foreign researchers, fifty were from Finland. Continued research in the Vatican archives has disclosed among other things unexpected documents bearing upon the history of the celebrated patroness of art and learning, Queen Christina of Sweden. In May, 1939, "a distinguished foreign archivist," Dr. Ernst Posner, visited Stockholm and gave a series of lectures at the Swedish State Archives, which were attended by a considerable number of archivists and other interested persons. Dr. Posner's lectures, which included a discussion of the American archival system, were later published. In August, 1939, a Scandinavian archival meeting was held in Copenhagen under the guiding hand of Dr. Axel Linvald, the chief of the Danish State Archives. Here the heads of the Swedish, Finnish, and Norwegian archival establishments discussed, respectively, the principle of provenance, the training of archivists, and archival structures.

HAROLD LARSON

The National Archives

Archives and Libraries, edited by A. F. Kuhlman. (Chicago. American Library Association, 1940. Pp. 136. $2.00.)

A caustic critic of the New Deal once wrote that nothing it had done could not have been more efficiently and cheaply accomplished by a good earthquake. A good half of *Archives and Libraries* for 1940 deals matter-of-factly but still stirringly with the Historical Records Survey. No earthquake could have been that good. Archivists, librarians, and administrators of institutions of learning will profit in many ways from reading the papers by Miss Margaret Eliot and Messrs. Child, McMurtrie, and Kellar. They will be put in touch with a mass of newly-available research materials. They will learn much about the organization and administration of record surveys. They will be inspired to prepare, for future crises, further public works projects of a type now proven to be unexceptionably meritorious.

Papers on European experiences in the field of local archives (by Dr. Posner) and on the function of local historical societies with respect to manuscripts (by Dr. Boyd) could profitably be read in connection with the section on the HRS.

In a pair of papers, Dr. Hill of the National Archives and Miss Margaret Norton of the Illinois State Library discuss the problem of classification. Both assume that there is such a thing as classification in archival establishments, even in archives, adhering rigidly to the twin principles of provenance and *respect pour les fonds*. Both, however, treat classification as a congeries of functions of which the chief components are historical and functional description, the assignment of call numbers, and rational shelving. It has always seemed questionable to this reviewer, from the point of view of clearness, to borrow a well-defined library term and twist it, for archival purposes, to

cover not merely one but several archival operations none of which are closely analogous to the term's original meaning.

Although Dr. Hill's paper includes specific examples of "classification," and Miss Norton's formulates and implies some general principles, Dr. Hill's is in the main an essay in theory, while Miss Norton's is primarily an account of work planned and done. Dr. Hill concludes with ten principles; Miss Norton with a paragraph of warning against system-mongering.

A third topic dealt with in this volume is the training of archivists. Dr. Buck of the National Archives makes a careful distinction between archival and library work which should be valuable to administrators harassed by uncomprehending job seekers and civil service officials. In addition to a reasoned general statement of the nature of a desirable archival education, Dr. Buck outlines an already utilized basic course which cannot fail to interest schools contemplating archives training work and administrators desirous of instituting in-service training.

PAUL LEWINSON

The National Archives

SHORTER NOTICES

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The *Guide to Depositories of Manuscript Collections in Illinois*, published by the WPA Historical Records Survey (Chicago. 1940. Pp. 55), is a directory of forty-three agencies that preserve manuscript material in Illinois. One-half of the depositories included are connected with colleges and universities; seven are local historical societies; two are state agencies in Springfield; and the largest is the McCormick Historical Association, which houses over a million items. For each depository concise data is given on its history, accessions policy, and research facilities, followed by a narrative list of its collections or "holdings"; a statement on the extent of their arrangement; and bibliographical references. In addition to "manuscript collections" in the narrow sense, other types of holdings are occasionally described in this *Guide*, such as state archives, business records, transcripts and facsimiles of foreign archives, map collections, and small groups of scrolls, musical scores, illuminated manuscripts, drawings, and photographs. On the other hand the main bodies of federal, county, and church archives in Illinois are excluded (except where archival fragments have migrated into manuscript collections), since these are being handled in separate publications of the HRS.

When this "preliminary edition" is revised, doubtless other depositories will be added, such as the historical societies in Boone, Bureau, Madison, and Woodford Counties; the several enterprising neighborhood historical societies in Chicago; and the College of Commerce at the state university, which is busy collecting business records. When the individual entries are revised, the provenance of the archival groups should be more exactly given and the bibliographical references made more complete. Also the titles of the collections might be more easily read if they were listed in a column rather than in narrative form. The index could also be improved by avoiding vague headings such as "politics" and "Americana" and by consolidating series of headings that refer to the same items, such as "Hilgard" and "Hilgard Letters," and "Yates," "Yates Collection," and "Yates MSS." Finally, since this guide, like those for the other states, will become such a general reference tool for archivists and users of archives, it deserves something better than mimeographing.—MARTIN P. CLAUSSEN

Research Methods in Public Administration (New York. The Ronald Press Company, 1940. Pp. xv, 447) by John M. Pfiffner is primarily intended as a manual for "techniques of applied governmental research which can be taught by the universities," particularly to those students in the first-year cur-

riculum of graduate study in public administration. Chapter x treating of bibliographical methods in studies of governmental agencies has a special interest for the student archivist.

Most archivists charged with the treble responsibility of successful public relations, effective administration, and extensive research will appreciate the author's attempt to strike a balance between the scientific and "horse sense" elements comprising one staff (pp. 208-209). "There will always be places in governmental research for persons whose scholarly inclinations have been smothered by gregarious instincts." The fact that scholarly inclinations even though smothered are presupposed should not be forgotten. The author recognizes, however, that "there are certain hazards in having pronounced extroverts become the administrators of governmental research." While scholarship needs defenders in public life and research needs leaders who are adept at organization, management, public relations, and finance, he who gets too close to the frailties of human nature and who is himself gregariously inclined may tend to adopt a defeatist attitude toward the scientific study of mankind. Having marked ability to judge situations and people, he will then claim to possess "horse sense," the only way of understanding human nature. Such an attitude "is fatal to the scientific spirit as applied to social, economic, and political questions."

The summary description (pp. 213-216) of some of the categories of public records which "constitute the most important source for many studies" in administration can serve as a caution to those who must appraise public records for purposes of accession or destruction. To the author's section (pp. 147-151) on the pros and cons concerning the preservation of work papers by agencies engaged in governmental research can be added the experience in the National Archives where the many uses of the work papers of President Taft's Commission on Economy and Efficiency have been demonstrated. If such papers become burdensome, an archivist might be consulted with profit not only to him and the agency involved but to governmental research in general.—E. J. L.

Examination of the "Tentative Bibliography on the Conservation of Cultural Resources in Times of War" (Washington. The National Archives. Pp. 7. Processed) recently issued shows how little has been published on the highly important question of what records should be selected as meriting costly measures of protection in times of emergency. Let it be hoped that more efforts such as Hilary Jenkinson's "The Choice of Records for Preservation; Some Practical Hints," *Library Association Record*, XLI (London, November, 1939), 543-544, will be made to answer this question both for librarians and private manuscript custodians, to whom the "practical hints" are addressed, and for official archivists. Of two basic principles expressed in this paper by Mr. Jenkinson, one is that "the necessary selection of *current office documents* for

final preservation as *Records* should have taken place long before the 'Record' stage is reached." The corollary is that evaluation of various record groups should be part of a normal continuing program and should not wait an emergency. The second noteworthy principle enounced by Mr. Jenkinson is interesting primarily as a brief statement of a general criterion for selection. One should find and preserve, he says, ". . . *documents which were in their time the essential ones for office work;* and which consequently preserve for us . . . a Record of what the business, or institution, or individual in question was engaged upon when they were made." His remarks were reprinted, along with a statement by the Master of the Rolls, in *Reprints*, No. 8, of the British Records Association, under the title, *The Preservation of Records in Wartime.*—PHILIP C. BROOKS

Twenty-fifth Biennial Report of the Iowa State Department of History and Archives for the Period Ended June 30, 1940. (Des Moines. 1940. Pp. 54.) This report is of particular significance because of the reorganization in 1939 of the former Historical, Memorial, and Art Department of Iowa. As Mr. Ora Williams, the new curator, remarks, "The inclusion of the reference to the archives [in the official name] for the first time indicates a new recognition of the tremendous importance of this very vital part of the general historical work." The fact that it obtained this recognition only after it had actually been the depository of Iowa's public records for thirty-three years may suggest one reason why state archival work should not properly be considered as simply one more of the many functions of a state historical society. Quite aside from the differences in the size, techniques, and even purpose of a state archival establishment as compared with the various divisions of an historical society, there is the practical question of whether or not an independent agency of proven or potential administrative value may not be in a stronger position to obtain the necessary funds to carry on its work. It is to be hoped, however, that another generation will not have passed before Iowa heeds the plaintive plea of its superintendent of archives for greatly needed additional space and personnel.—JESSE S. DOUGLAS

Although written primarily by librarians (contributors include one historian and sixteen librarians), *The Acquisition and Cataloging of Books*, edited by William M. Randall (Chicago. 1940. Pp. x, 408), is of interest to the users and critics of present-day library service as well as to librarians generally. Its aim is to consider the processes of acquiring and preparing library materials for use and whether these processes "have received more consideration and have consumed a greater proportion of the total funds devoted to library purposes than they should." Giving full weight to varying opinions as to the differences between proper archival and library use of these methods, nevertheless the

findings of these specialists supply the archivist with interesting and informative reading.

Although dealing for the most part with printed materials this publication does not ignore archival material. Thus A. F. Kuhlman emphasizes the importance of the HRS work on state and local records, and William W. Bishop points out that librarians "can no longer afford to be ignorant of manuscript and archival library practice." The latter states further that "In ten years there will either be no archival and manuscript problems for us—or we shall have the bulk of European and American materials of this sort in our hands in film copies."

All archivists should be in touch with important movements looking toward the organization and servicing of books and other research materials such as that represented by the movement for the creation of union catalogues. In his paper on "The Union Catalog Idea" it is interesting to note that Arthur B. Berthold gives credit for the inception of this idea to an archivist, Gerard Langbaine, provost of Queen's College, Oxford, and keeper of the university archives, who advanced his proposal in a letter to John Selden dated March 16, 1651.

Aside from special points mentioned above the book discusses the various types and methods of cataloguing and classification, the techniques of microfilming, the approach of the humanist versus that of the scientist to research materials, the union catalogue movement, and cost accounting as applied to cataloguing methods. A selected reading list of sources is appended.—Dorsey W. Hyde, Jr.

The *Madras Record Office, Annual Report for 1939-1940* (Madras. 1940. Pp. 11) is a short, well organized and easily read illustration that problems and methods of archival science have reached a certain degree of welcome uniformity throughout the civilized world. Were it not for the fact that it emanates from a distinguished scholar in India, from its general appearance we could easily take it to be the product of some one of our eminent neighbor archivists. That is not to say that problems and methods peculiar to Madras are not brought to the fore. Indeed they are and they vary sometimes colorfully from our own. For instance when the question of the material to be used for shelves arose, "the final decision was made in favor of teakwood in preference to enamelled steel, zinc plates or asbestos, on account of its superior qualities in preventing friction, condensation and rust, its resistance to insects and its kindliness to records."

The ghost of war stalks in Madras just as it does here at home. The curator reports that six "attenders" were taken away from work of mending volumes which consumes much chiffon and were detailed on flattening work. The reason for the change was to reduce the consumption of chiffon, "the price

of which has risen very high on account of war conditions." This is probably the shape of things to come. It is also interesting to note that "at the outbreak of war in Europe, a flood of urgent requisitions poured in . . . for papers on different subjects dealt with during the last Great European War. . . ."

Two methods of document preservation not mentioned in any way in the report are lamination and microfilming. Flattening of documents, however, would seem to be done on a rather extensive scale. The sections of the report relating to repair and preservation of records as well as those relating to reference work and to publication of old records seem particularly interesting. —Charles A. Rocheleau

The pamphlet entitled *The Lincoln Collection of the Illinois State Historical Library* (Springfield. 1940. Pp. 21), compiled by Paul M. Angle, is a short guide not only to the "Lincoln collection" itself (primarily an assemblage of autographs), but also to the more valuable research materials on Lincoln in the papers of his contemporaries as well as in newspapers, books, and pamphlets. This pamphlet seems to be written for the amateur "Lincoln fan" rather than for the serious scholar, but it is useful for the archivist as an example of a descriptive report in which the entire holdings of a depository are analyzed in terms of a single research theme.—Martin P. Claussen

The *Biennial Report of the State Department of Archives and History for the Period Ending June 30, 1938 Including a Bibliography of West Virginia in Two Parts* (N.p., n.d., 1940? Pp. xiii, 143, 392. $2.00 paper bound), compiled by Innis C. Davis and Emily Johnston with the assistance of other members of the staff of the West Virginia Department of Archives and History, is the first comprehensive bibliography of West Virginia to be published.

The compilation is a classified bibliography divided into two parts. The first part is devoted largely to secondary material, including books relating to West Virginia and West Virginians, as well as books written by West Virginians and those printed in West Virginia. The second part is more than twice as long and comprises official publications of the state from 1861 to 1939. The arrangement in this part is by subject or state agency. The entries in the first part are brief, being limited to the name of the author, the title, and the place and date of publication. To this information is added in the second part the name of the publisher and the pagination. Occasional titles are incomplete, particularly for things which were not found in the department. No annotations are employed. The unusual method is followed of placing the table of contents, which is arranged alphabetically rather than according to the order of printing, at the end of the volume. For Part I there is an author index, while for Part II there is a topical index, which is arranged partly according to the order of printing and partly in alphabetical order.

Of particular interest to the readers of THE AMERICAN ARCHIVIST is the section on "Manuscripts," Part I, pp. 113-120. This lists material in the State Department of Archives and History, including both state and local archives; in the West Virginia University Library; and privately owned. Other archival material preceding and relating to the erection of the state is listed at the beginning of Part II.

This work is a valuable reference tool for persons interested in West Virginia literature.—HENRY P. BEERS

NEWS NOTES

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THE SOCIETY OF AMERICAN ARCHIVISTS

The Society's committees on emergency activities of archivists have been active in compiling information and in co-operating with other organizations. The work of two of them is dependent in part upon the accomplishments of the Committee on the Conservation of Cultural Resources established by the National Resources Planning Board. This Society is represented in that body by R. D. W. Connor, chairman of its Committee on the Protection of Archives against the Hazards of War. His group and the Committee on Emergency Transfer and Storage of Archives, of which Collas G. Harris is chairman, are co-operating with the larger unit. The Committee on Emergency Transfer and Storage of Archives is also conferring with the Historical Records Survey concerning the possibility of a survey of depositories that would be available in case of emergency.

The Committee on the History and Organization of Government Emergency Agencies, of which Solon J. Buck is chairman, decided at a meeting on March 27 that much of its attention should be devoted to making known and available for use the unpublished sources of information concerning the history and organization of emergency activities during the First World War, with the emphasis on activities that are significant with reference to present problems. The committee hopes to bring about the compilation of a handbook concerning the organization, activities, and records of the federal World War agencies and, in connection therewith, it adopted a resolution urging the archivist of the United States to give as much priority as possible to the work of surveying, accessioning, arranging, and describing the records of such agencies. The committee also adopted a resolution calling attention to the proposal of the Historical Records Survey to undertake to put in order and inventory the records of state and local governmental agencies and semi-public organizations relating to their emergency activities during the World War period and requesting the president of the Society to communicate with custodians of such records and urge their co-operation in the project. The committee will endeavor to promote research by graduate students, teachers, members of local historical societies, and other competent individuals on subjects in its field that are pertinent to the present emergency.

The Committee on the Collection and Preservation of Materials for the History of Emergencies is directing its efforts toward state and local governmental and private emergency organizations in order to spread an understand-

ing of the value of current documents which may in the future be of historical importance. That group, under the direction of Herbert A. Kellar, chairman, is also making a clipping file regarding emergency organizations, and plans to compile a list of such agencies outside the federal government.

The National Archives

The archivist of the United States announces that Roscoe R. Hill, chief of the former Division of Classification since May, 1935, has been appointed chief of the Division of State Department Archives.

Gaston Litton, an assistant archivist in the National Archives, and for some time editor of the news notes in this journal, has accepted the position of librarian of the National University of Panama and is assuming his duties during the present summer session.

Civilian problems during the World War are reflected in such recent accessions of the National Archives as records of the United States Housing Corporation, 1918-1935, of the Shipbuilding Labor Adjustment Board, 1917-1919, and of the War Savings Committee in Kansas City, 1918-1921.

Recent additions to the naval records in the National Archives include correspondence of the Bureau of Ordnance and Hydrography, 1842-1863; copies of letters sent by the Bureau of Navigation, 1850-1912; correspondence of the Bureau of Supplies and Accounts, 1891-1912; file copies of printed material originally distributed as confidential information to navy officers and officials, 1903-1936; miscellaneous records of Marine Corps forces in Cuba, 1912, and in China, 1930-1934; and ship files of radio messages received and sent by naval and transport vessels, 1917-1919.

In order to make the material in the National Archives more available for use by scholars and other investigators, a systematic program for the compilation of finding media was recently initiated. The major bodies of archival material are being identified and registered as "record groups," and preliminary checklists covering the various parts of each record group are to be compiled. These checklists will list the series, files, volumes, or other units of material approximately as they are found without waiting for final arrangement; and copies of these checklists will be available in processed form for use within the National Archives. As soon as possible all the checklists for a given record group will be integrated, revised, and issued in processed form for general use as a preliminary inventory; and eventually, after the material has been definitively arranged, this document in turn will be superseded by a final inventory. Other types of finding media, such as calendars, special lists, and indexes, will also be compiled from time to time as the need arises.

An experimental program for the production of edited microcopies of archival material has been undertaken by the National Archives as an outgrowth of its regular photographic services. When orders for microfilms of complete files or series of archival material of general research interest are

filled, a negative is retained as a "file microcopy" in order to avoid the necessity of photographing the same material repeatedly. In preparing such material for reproduction, title pages, tables of contents, introductions, and sometimes lists of documents, calendars, and even indexes are supplied as circumstances make desirable; and the products are called "edited microcopies." Projects of this sort now under way include the letters received by the Michigan Superintendency of Indian Affairs, 1819-1835, the correspondence of the Oregon Superintendency of Indian Affairs, 1848-1873, and the territorial papers of the State Department relating to Colorado, 1859-1874; and, as soon as they are completed, positive prints of these edited microcopies may be purchased by anyone interested. Others projects will be undertaken in response to the needs of the National Archives or the requests of interested institutions and individuals.

A "Tentative Bibliography on the Conservation of Cultural Resources in Times of War" has been compiled by members of the staff of the National Archives, from which copies may be secured upon request.

The Library of Congress

Among the recent accessions of the Manuscripts Division of the library are copies of early county archives and church minutes prepared by the Historical Records Survey. Carbon copies of typewritten transcripts made in 1939-1941, in bound form, have been received for the state of Indiana as follows: Daviess County, Commissioners' Record, 1820-1832 (1 vol.); Floyd County, Commissioners' Record, 1818-1824 (1 vol.); Harrison County, Commissioners' Record, 1831-1838 (2 vols.); Jefferson County, Commissioners' Record, 1817-1822 (2 vols.); Johnson County, Board of Justices, 1826-1831, and Commissioners' Record, 1831-1838 (2 vols.); Knox County, Common Pleas Court Minutes, 1796-1799 and 1807-1810 (4 vols.), and Common Pleas and County Business, 1806-1813 (2 vols.); Marion County, Commissioners' Record, 1822-1827 (1 vol.); Posey County, Commissioners' Record, 1817-1820 (1 vol.); Rush County, Commissioners' Record, 1836-1844 (2 vols.); Vanderburgh County, Commissioners' Record, 1818-1831 (2 vols.); Vigo County, Commissioners' Record, 1837-1844 (2 vols.). Similar copies made in 1940-1941 of records of Tennessee, filling twenty-two three-inch box-portfolios, have been received for the following counties: Bledsoe County, Minutes of the Circuit Court, 1834-1841; Carter County, Minutes of Court of Pleas and Quarter Sessions, Vol. 2, 1819-1820; Gibson County, Minutes of County Court, Vol. A, 1824-1828; Greene County, Minutes of Court of Pleas and Quarter Sessions, Vol. 10, 1810-1812, 1815-1816, and Minutes of County Court, 1820-1822; Hamilton County, Minutes of Chancery Court, 1864-1866, Minutes of Chattanooga Baptist Church, 1852-1882, Minutes of Concord Baptist Church, 1848-1872, Minutes of Good Spring Baptist Church, 1838-1876, and Probate Record No. 1 in three parts,

1864-1870; Jefferson County, Minutes of Court of Pleas and Quarter Sessions, 1818-1824, in two parts, and Court of Pleas and Quarter Sessions, Book No. 8, 1821-1831, in two parts; Knox County, Minutes of County Court, Books 0, 6-9, 11-12, 1792-1795, 1806-1818, 1820-1824, and Minutes of Superior Court, Vol. C, 1798-1803; Lincoln County, Minutes of Court of Pleas and Quarter Sessions, 1810; Madison County, Minutes of County Court, Vol. No. 3, 1828-1833, Parts 1-2, and Vol. No. 4, 1833-1840, Parts 1-2; Monroe County, Minutes of Chancery Court, 1832-1842; Montgomery County, Minutes of County Court, Vol. 2, 1808-1810, Vol. 7, 1816-1817, Vol. 8, 1817-1818, and Vol. 9, 1818-1819; Obion County, Minutes of County Court, No. 1, 1824-1848; Robertson County, Minutes of Court of Pleas and Quarter Sessions, Book 3, 1811-1815, and Minutes of County Court, Vols. 4 and 5, 1815-1820; Rutherford County, Minutes of County Court, Books L, N, O, Q, R, S, T, U, 1817-1827; Shelby County, Probate Court Will Record C-1, 1830-1847; Smith County, Minutes of County Court No. 8, 1819-1820; Union County, Minutes of County Court, Vol. 1, 1854-1858; Washington County, Minutes of the Court of Pleas and Quarter Sessions, 1822-1826; Weakley County, Minutes of the Court of Pleas and Quarter Sessions, 1835-1846, Parts 1-2; White County, Minutes of the Court of Pleas and Quarter Sessions, 1817-1819.

Other materials also received by the Manuscripts Division from the Historical Records Survey include the following items: Mimeographed monthly reports of the Historical Records Survey, Florida, 1938; carbon copy of typescript of accounts of Seth Griffin and Aristachus Griffin of Granby, Connecticut, 1787-1819; typescript of part of a diary of E. E. Johnson of the Indiana Volunteers, 1862; photostat of a speech of Abraham Lincoln, November 10, 1864, and related papers; a compilation of craft names, masters, crew members, marine hospital tax, and cargoes carried on floats and keelboats down the Mississippi River during one month, May 1-29, 1807; list of miscellaneous broadsides in the Library of Congress; microfilms of minutes of the New York Supreme Court of Judicature, 1704-1776; typescripts of translations of Spanish manuscripts (originals of which are in Spanish archives) made by the North Carolina Historical Records Survey from reproductions in the possession of the North Carolina Historical Commission; photostat of a letter of George Washington, 1783; typewritten copy of a letter of Washington in 1792; and a photograph and typescript copy of a letter of Washington in 1798.

Work Projects Administration

During the months of February, March, and April of this year, the Historical Records Survey projects published inventories of the archives of thirty-four counties, thirteen towns and other municipalities, two state departments, twenty-seven federal agencies, thirteen guides and calendars of manuscripts,

nineteen directories and inventories of church archives, three guides to vital statistics records, and fifteen miscellaneous publications. This brings the total number of Historical Records Survey publications, according to the national headquarters, to 1,273 at the end of April. As this goes to press the total figure has been increased by nearly fifty additional volumes published in the month of May.

George M. McFarland, formerly editorial co-ordinator on the staff of the director of the Historical Records Survey projects, resigned in February, 1941, to accept a position with the Department of the Treasury.

Richard G. Wood, WPA state supervisor of Research and Records Projects for New Hampshire, reports that "old law" naturalization index projects, such as were described in the previous issue of THE AMERICAN ARCHIVIST, have also been operating in New England. Naturalization certificates in New Hampshire have been found among town records as well as in the county and municipal court houses.

The minute book of an early secret fraternal organization of Ogden, Utah, was recently discovered by Wilbur Dodson, research worker for the Utah Historical Records Survey. Hugh O'Neill, editor of the survey, has sent the volume to the Utah State Historical Society in Salt Lake City for deposit.

General News

Plans are progressing for the fifth annual meeting of the Society of American Archivists to be held on Monday and Tuesday, October 6 and 7, at Hartford, Connecticut, and for the first annual meeting of the American Association for State and Local History to be held in the same city on Wednesday, October 8. Oliver W. Holmes and Edward P. Alexander, who are chairmen of the respective program committees, are co-operating in the development of programs which will interest the members and friends of both organizations. It is hoped that many will come prepared to remain all three days. The annual dinner of the Society of American Archivists, with the president's address, will be held on Monday evening. The corresponding event for the American Association for State and Local History will be on Wednesday night. It is hoped that on Tuesday night a joint session of the two organizations may be held. The purpose of this session will be to discuss the work of historians and archivists during and following the World War, with a view of considering the lessons to be learned therefrom in planning a program for the proper preservation of the history of the present world emergency.

The Federal Records Conference under the auspices of the Society of American Archivists recently held two meetings in Washington, D.C. On the evening of March 19 in the Administration Building of the Department of Agriculture there was a discussion of the subject "Communications Procedure in the Department of Agriculture," illustrated with a slide film and discussed

by John S. Lucas, chief of the communications division in that department. The second session occurred on April 29 in the third floor hearing room of the Federal Trade Commission building. The subject under discussion at that gathering was "Archives in Embryo," which concerned procedures involved in the preparation of government communications. William H. Galbraith, chief of the Mail and Files Section of the Federal Trade Commission, headed the panel which included Robert M. Barnett, director of personnel of the Social Security Administration; Philipp L. Charles, chief of the Mail, File and Docket Section of the Securities Exchange Commission; and J. Stewart Wilson, office manager of the Rural Electrification Administration.

The American Association for State and Local History held a joint round table discussion with the American Association of Museums at the latter's annual meeting in Columbus, Ohio, on May 15. Edward P. Alexander, of the New York Historical Association, presided at the meeting which analyzed factors "Helping the Small History Museum." Eugene D. Rigney, of the Ross County (Ohio) Historical Society, Walter K. Long, of the Cayuga Museum of History and Art of New York, and John Riply Forbes, of the Kansas City Museum, approached the subject from the point of view of the need of the museum. The help available was discussed by William D. Overman, of the Ohio State Museum, Ronald F. Lee, of the National Park Service office in Washington, and Benjamin Knotts, of the WPA Art Program.

The appointment of David C. Duniway, of the staff of the National Archives and member of the Society of American Archivists, to become secretary-treasurer of the American Association for State and Local History has been announced by C. C. Crittenden, president. Mr. Duniway will succeed Miss Dorothy C. Barck, of the New York Historical Society, who had consented to serve temporarily after the reorganization of the association in December, 1940.

At a meeting of the council of the American Association for State and Local History at Washington, D.C., June 8, 1941, C. C. Crittenden, president of the association, was elected editor of its publications. Dr. Crittenden will personally edit the bulletin series which is to be inaugurated in the near future. Bess Glenn of the National Archives, formerly of the South Carolina Room of the library of the University of South Carolina, was appointed editor of the news letter which the association is to publish. S. C. Stevens, director of the Pennsylvania Historical Commission, is in the process of editing a new edition of the *Handbook of Historical Societies* previously published by the Conference of Historical Societies. New applicants were elected to membership sufficient to bring the enrollment of the association to more than 175 individual and more than eighty institutional members.

Emilio Rodriguez Demorizi, recently-named director of the National Archives of the Dominican Republic, visited the United States during the months of January and February. Señor Rodriguez, a prominent lawyer and historian, is secretary of the National Academy of History of the Dominican Republic. While in the United States he spent much time in Washington conferring with officials of the National Archives and the Library of Congress.

Legislation affecting archives and archival establishments has been reported for a number of states since the April issue of this journal. *Iowa:* Ora Williams, curator of the Iowa State Department of History and Archives, has called attention to the passage of a bill by the Iowa legislature to systematize and make more effective the method of transferring records from the state departments to the archival depository. *Maryland:* Two bills were passed during the 1941 session, according to archivist Morris L. Radoff. One permits the destruction of old records in any of the state offices, if they have been refused by the Hall of Records and if permission is granted by the Board of Public Works. The other law permits the government records to be photostated, where copies are necessary. *New Jersey:* The Public Record Office by law has been transferred to the state library. *North Dakota:* The state legislative assembly, declaring that the vaults of the county auditors were inadequate to care for the current records, gave approval on March 17 to a law providing for the destruction of certain old records "by burning" after they are ten years old. *Minnesota:* The state legislature approved on April 28 an act "pertaining to the production, custody, care, preservation, and disposal of public records," which amended earlier legislation.

News has been received of the intention of Max Farrand to retire on June 30 as director of the Henry E. Huntington Library.

The advisory committee of the Wisconsin State Historical Society has announced the selection of Edward P. Alexander, of Cooperstown, New York, to fill the superintendency vacated by the death on January 27 of Joseph Schafer. Mr. Alexander has been director of the New York State Historical Association since 1934. It is expected that he will enter upon his new duties in Madison on the first of next October.

This journal notes with deep sorrow and regret the recent passing of Worthington Chauncey Ford, editor of note, former chief of the Manuscripts Division of the Library of Congress, and for many years secretary of the Massachusetts Historical Society.

A committee of the Auditors' Section of the District of Columbia Bankers Association has been at work for several years in an endeavor to work out a

uniform schedule for the destruction of records for banking institutions of the district. Oliver W. Holmes, chief of the Division of Interior Department archives of the National Archives, addressed the section at a dinner on May 8 on the subject of "The Old Records of Business; Some Thoughts on What Should be Preserved and What Destroyed."

Arizona

Mulford Winsor, who is director of the Department of Library and Archives for the state of Arizona, reports the transfer to that agency of a substantial quantity of noncurrent records of Maricopa County.

Kansas

The personal papers of Chester I. Long, United States senator from Kansas from 1903 to 1909 and president of the American Bar Association during 1925 and 1926, have lately been acquired by the Kansas Historical Society. This important acquisition includes approximately 28,000 items and contains correspondence, copies of speeches, scrapbooks and miscellaneous papers covering the period from 1889 to 1917.

Maryland

The archivist of Maryland reports the publication of his fifth annual report, covering the fiscal year which began in October, 1939. This is the first of the archivist's annual reports to be printed and distributed. A "Preliminary Guide to the Materials in the Hall of Records" is now being prepared for possible distribution about November 1. Among the new acquisitions of the Maryland Hall of Records are files of the clerk of the circuit court for Frederick County (with the exception of certain early land records) and the papers of James Thomas, governor of the state from 1833 to 1835.

Michigan

The William L. Clements Library has increased its holdings of British manuscripts affecting American history by acquiring the papers of Henry Goulburn on the negotiation of the Treaty of Ghent. This collection numbers over two hundred letters and documents, consisting of correspondence between the British commissioners and their home government, and between the American and British delegates. There is also included a signed and sealed copy of the Treaty of Ghent in the handwriting of Henry Clay, one of the American commissioners. It appears that Goulburn, one of the British delegates, took charge of the papers of the British treaty commission upon the termination of its labors, and added them to his personal library.

A "Guide to the Manuscript Collections in the William L. Clements Library," by Howard H. Peckham, is to be published by the University of

Michigan Press late this summer. It is to contain a description of each important collection, listing the names of the writers of the letters, with a general index.

The University of Michigan Historical Collections in Ann Arbor, according to a report from Director Lewis G. VanderVelde, has acquired during the past quarter a number of significant private collections of manuscripts. Among these are the following: the papers of General John Gibson Parkhurst, minister to Belgium, from 1888 to 1889, and long an active leader in the Democratic party in Michigan; the first installment of a body of papers relating to Joseph W. Fordney, member of the House of Representatives from 1899 to 1923, and joint author of the Fordney-McCumber tariff; the papers of Lucius L. Hubbard, state geologist, regent of the university, and a participant in the copper mining industry in the state from 1899 to 1933. Important additions have been made to the collections of records of local chapters of fraternities and sororities. Inactive materials of the departments of English and physics of the university have also been transferred to the Michigan Historical Collections. Agreements have also been made by the collections with the state organizations of three religious denominations—the Baptist, Congregational, and Presbyterian—to care for their inactive records. Under this program, which makes the materials available to interested students without impairing the church's condition of ownership, a steady stream of church history materials of various sorts is finding its way into the Michigan Historical Collections.

Mississippi

William D. McCain, director of the state Department of Archives and History, reports the acquisition of private papers of a number of individuals and incomplete records of several business firms, to the extent of some 2,000 loose items and over fifty volumes.

New Jersey

The new law of the state legislature transferring the Public Record Office to the state library appoints the state librarian as director of the office without salary. The present state librarian, Haddon Ivins, has designated George J. Miller as assistant director. As soon as suitable equipment is available, the Public Record Office will be moved to the state library.

New York

Miss Dorothy C. Barck reports that the New York Historical Society is compiling a list of its manuscript collections, which is to be published in 1941.

North Carolina

The membership of the state historical commission has been increased from five to seven members by action of the state legislature. The members serve

without pay for overlapping six-year terms. C. C. Crittenden, secretary of the commission, addressed the Pennsylvania Federation of Historical Societies at its recent annual meeting in Harrisburg, on the subject "History for the People."

Oklahoma

The annual meeting of the Oklahoma Historical Society was held at Lawton on May 12-13. Meetings were conducted at Cameron College, at the Fort Sill Indian Boarding School, and in the historic old chapel at Fort Sill. The members and friends heard addresses by Edward Everett Dale of the University of Oklahoma; Grant Foreman, of Muskogee; and Governor Leon C. Phillips. A tour of the fort and of other historic sites concluded the sessions.

Miss Mary Thoburn has presented to the society a collection of manuscripts belonging to her father, the late Joseph B. Thoburn. Doctor Thoburn, a former secretary of the society, was at the time of his death the society's curator of the Union Memorial Room. Of especial interest among the papers of this collection are documents dealing with the Boomer Movement and David L. Payne, who worked for the opening of the unassigned lands to settlement.

The society has also acquired a collection of fourteen volumes of newspaper clippings dealing principally with the administrations of former governors of Oklahoma. The donor is Renell Haskell, former secretary of the state bar association.

Through the efforts and encouragement of James W. Moffitt, secretary of the Oklahoma Historical Society, rapid strides are being made in the formation of groups interested in local history in the state. Since the April issue of this journal, a county historical society has been formed at Medford, to be known as the Grant County Historical Society. A similar organization has been formed at Ada for Pontotoc County, with Professor G. M. Harrel of East Central State College as president. This group is co-operating with the public library of Ada. Preliminary plans have been perfected for the organization of a society for Creek County, for which purpose a meeting is scheduled to take place at Bristow in June. These organizations have as their major objective the building up of collections of manuscripts and other historical works dealing with their respective counties.

At a meeting of the Oklahoma Education Association on February 7 the history section was revived, with the election of the following officers: president, T. M. Ballenger of Northeastern State Teachers College; vice president, James D. Morrison of Eastern Oklahoma Agricultural and Mechanical College; secretary, James W. Moffitt, Oklahoma Historical Society.

Tennessee

The state library of Tennessee, according to Mrs. John Trotwood Moore, who is the librarian and archivist, has secured the historical and genealogical papers of the late W. A. Provine, who was curator of the Tennessee Historical

Society at the time of his death. This collection includes many materials on state history: biographical sketches of Tennessee leaders; early church and school data; old maps, pictures, pamphlets, and books; and folders of original papers of Colonel Joseph Brown, and of the Ewing family of Tennessee.

West Virginia

Mrs. Bess Harrison has been appointed state historian and archivist of West Virginia.